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ABSTRACT

On-site visits were made to all federal and some state prisons in 10 selected states to provide current information on which decisions could be based for prison library and information services. The focus was on the broad issues of library goals and objectives, relationship of the library to the total institution and the outside community, the role of the correctional librarian, and questions of administrative structure and responsibilities. Specific findings were made in the areas of: quality, suitability, and patterns of services; problems of access; legal reference materials; staffing; censorship; selection and control of materials; library programs; space utilization; funding; administrative support of librarians; and library position in the administrative structure. A major finding was that there was an acute need for improved library service to confined persons. While no one pattern of service could be right for all situations, some of the critical factors should be: recognition of inmates' right to read, stable funding to allow systematic planning, communication and cooperation between the institution and outside libraries, service to staff as well as inmates, clientele participation in developing library services; and administrative support. The appendix includes a summary of relevant court decisions. (Author/LS)

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Survey of Library and Information Problems in Correctional Institutions

VOLUME I

Findings and Recommendations

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The research reported herein was performed pursuant to a grant with the Office of Education, U.S. Department of Health, Education, and Welfare. Contractors undertaking such projects under Government sponsorship are encouraged to express freely their professional judgement in the conduct of the project. Points of view or opinions stated do not, therefore, necessarily represent official Office of Education position or policy.

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ABSTRACT

The purpose of this study was to provide current information upon which decisions could be based for library and information services in correctional institutions. Broad issues are emphasized rather than technical aspects of library service. The focus is upon library goals and objectives, the relationship of the correctional library to the total correctional institution and to the outside community, the role of the correctional librarian, and questions of administrative structure and responsibility.

Ten states were selected which would provide a representative geographical, economical, and cultural sample. Within each of the selected states, on-site visits were made to all federal-administered correctional institutions, and to at least one of each of the following types of institutions under state administration: adult male maximum security, adult male minimum security, adult women, and juvenile. Criteria for determining the success of library programs and techniques included user satisfaction (as expressed in interviews) and American Correctional Association library standards. Programs were analyzed to determine which factors were consistent in contributing to or detracting from success. Available documents were gathered to compile statistical data and to provide an overview of correctional library services in each state. State profiles were verified and expanded through telephone interviews with State Library Institutional Consultants.

A major finding was that there is an acute need for improved library service to confined persons. Institutional libraries have not kept pace with those libraries outside; generally, the concept of library service prevalent among institutional administrators, educators, and librarians is limited, sterotyped, and out of date; and stated library objectives were inconsistent with the stated objectives of the institution. This study suggests that no one pattern of service is right for all situations, and that critical factors in providing quality library services are as follows:

a) recognition of the constitutionally protected right of inmates to read all materials available to the general public
b) stable funding which will permit systematic planning
c) open communication and cooperative working relationships with entire institutional staff and outside libraries
d) service to the total institution, both staff and inmates
e) participation of the total clientele (inmates and staff) in developing library services - in planning, decision making, and problem solving
f) administrative support at departmental and institutional level.

Recommendations are made concerns the development of correctional institutional library service.

ABBREVIATIONS

AALL	Association of American Law Libraries
ABA	American Bar Association
ACA	American Correctional Association
AHIL	Association of Hospital and Institutional Libraries
ALA	American Library Association
ERIC	Educational Resources Information Center
ESEA	Elementary and Secondary Education Act
FBP	Federal Bureau of Prisons
IEC	Intellectual Freedom Committee of ALA
ILL	Interlibrary loan
ILR	Institute of Library Research
LEAA	Law Enforcement Assistance Act
LSCA	Library Services and Construction Act
MLS	Master's Degree in Library Science

Consultants - State Library Institutional Consultants

Departments - State Departments of Corrections

Institutions - Correctional Institutions

Systems - Cooperative library systems

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Members of the consulting committee were Mrs. Phyllis Dalton, former National President of AHIL; Mr. Richard McGee, President, American Justice Institute; Mr. Ira Phillips, Executive Secretary, AHIL; Dr. E. Preston Sharp, Secretary General of ACA; and Miss Marion Vedder, former chairman of the ACA Library Committee.

Independent researchers who provided data were Dr. Lesta Norris Burt, Director of the Department of Library Science, Sam Houston University, Huntsville, Texas; Mr. William Forman, New Jersey State Library; Mr. Robert Wong, Indiana State Library; Mr. Don Black and Ms. Anne Luke, Systems Development Corporation, Santa Monica, California.

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PREFACE

In the beginning months of this project, I was asked to contribute a chapter on prison library service to Library Services to Special Groups, a work soon to be published jointly by ERIC and the American Society for Information Science (ASIS). The chapter entitled, "The Role of the Prison Library" was written before the on-site visits and first hand observations described in this report were made. The ideas expressed in the chapter grew from discussions with correctional administrators and librarians, from active participation in the work of the ACA Library Committee, and from participation in various conferences sponsored by prisoner and exprisoner support groups. The conviction expressed in the earlier work that correctional libraries fall far short of making the contribution they could toward enriching the lives of confined persons, toward providing educational opportunities to inmates and staff, and providing sources of information which would allow inmates to rechannel their lives upon release still hold following more than a year of subsequent observation and discussion. The underlying reasons for these conditions, however, now seem less simple. It is evident that solutions must go beyond expanding the concept of administrators and educators to the potential role of the library in a correctional institution and beyond persuading community librarians to recognize a responsibility to serve confined citizens as well as those who are free. I now believe that needs cannot be met without increased awareness and concern from the general public.

Much improvement can be achieved, by the reorganization of the resources at hand. To the extent to which this can be done, it is the purpose of this report to point the way toward progressive and effective change. It is my further hope that the report and the earlier essay in the ERIC/ASIS publication will call attention of the public and of legislators to the role libraries could play in assisting exoffenders to "make it" in the outside world. The provision of relevant information can do much to interrupt the cycle which presently channels disproportionate numbers of the poor and the powerless through our correctional institutions.

I. INTRODUCTION

A. PURPOSE

The purpose of this study of correctional library services is to provide administrators, educators and librarians in correctional institutions with information upon which to base decisions concerning library development; to alert librarians in community and academic libraries to ways in which they can cooperate to improve correctional library services; to increase the awareness of legislators and correctional administrators of the acute need for library and information services for confined persons; and finally, to foster a shared sense of responsibility for improving these services.

B. CONTEXT

On any given day, approximately 426,000 persons are held in confinement in the correctional institutions of this nation. More than 62,000 of these are children under 18 years of age. For the most part, they are drawn from ethnic and racial minorities, from the poorly educated, and from the lowest income groups in our society;[1] Prior to the 1960's, these disadvantaged groups were among those whose library and information needs received least attention from community libraries. The growth of outreach programs to serve inner-city ghetto residents, migratory workers and non-English speaking groups identified unique and acute library needs not met by traditional services to middle-class populations.[2] For those members of the disadvantaged population confined in correctional institutions, their isolation contributed further to deficiencies in their library services. With few exceptions, community-based services were not extended to the confined citizen. Within the institution competing needs of security, space, health care, counseling, and classroom programs overshadowed an acknowledged need for library service. A 1965 survey of correctional library services conducted by a joint committee of American Correctional Association (ACA) and Association of Hospital and Institutional Libraries (AHIL) revealed library services in correctional institutions to be far below the standards set by ACA.[3] Miss Marion Vedder, Chair person of the ACA Library Committee stated that library services in correctional institutions were "at the bottom of the list" in comparison to other libraries.[4] Since that time new forces of change have come into play; techniques of audio-visual communication have expanded concepts of library services; cooperative systems have developed among libraries which greatly improve the quality of services for the funds invested.

During the latter half of the 1960's, a new emphasis upon the rights of the individual emerged in many areas of American life. The limitations placed upon a confined person's right to read became a matter of prime concern to the Intellectual Freedom Committee of the American Library Association (ALA)[5]. A similar concern about inequities

in our social structure and for the needs of the disadvantaged led to the formation within ALA of the Social Responsibilities Round Table (SRRT) and the Task Force on Prison Library Service. The Library Services and Construction Act (LSCA), made federal funds available for service to the disadvantaged and to the institutionalized. Federal Court decisions interpreting constitutional rights have had significant influence upon correctional libraries. A summary of these decisions was compiled as part of this project.[6] Volume II of this report discusses the impact of the Gilmore v. Lynch decision [319 F. Supp. 195 (N.D. Cal. 1970)], which defines an inmate's right of access to legal reference material as an extension of his right of access to the court.

New directions in correctional philosophy which emphasize preparation for successful re-entry into society illuminate the need for practical information concerning the outside community. New methods for gathering and exchanging information are acutely needed; community, university and institutional libraries in many states have recognized the need to work cooperatively to develop these. The uncertainty of federal Elementary and Secondary Education Act (ESEA) and LSCA funds have jeopardized institutional library programs built on Federal funding. If hard-won gains are not to be lost, and much-needed progress is to continue, new levels of responsibility must be assumed within state and local jurisdictions. One of the purposes of this report is to foster a new awareness of unfilled and comparatively neglected library needs and to activate responsible government agencies to meet these needs.

C. PROCEDURE

1 Selection of States

Sample states were selected by the project director and consulting committee in conference with librarians and correctional administrators attending the May 1972 Seminar on Legal Reference Materials for Offenders sponsored by ACA and the Institute of Library Research (ILR). States were selected to meet the following criteria:

A representative geographic, economic, ethnic, and cultural sampling.
Small rural states and industrialized states with large metropolitan areas
A variety of patterns of library service to correctional institutions
A cross section of institutions under the jurisdiction of the Federal Bureau of Prisons (FBP).

The states selected for study were Arizona, California, Connecticut, Florida, Georgia, Illinois, Montana, New York, Washington, and West Virginia.

Within each state, on-site visits were made to all institutions

under Federal Bureau of Prisons (FBP) administration. The exception was in Florida and Arizona, where only state-administered institutions were visited. At least one state institution in each of the following categories was visited in each state: adult male maximum security, adult male minimum security, adult womens', and juvenile. A list of institutions to which on-site visits were made is given in Appendix A. Visits were also made to correctional administrative offices and state library agency offices in each of these states.

2. Scope

This study focused upon library programs in adult and juvenile correctional institutions under federal and state jurisdiction. It did not encompass local institutions or those under military jurisdiction. The analysis of programs has been based on first hand observations in selected states and discussions with correctional administrators, educators, librarians, inmate library users and non-users, staff members, and state library institutional consultants. Emphasis is upon the definition of library needs of inmates and staff, the illumination of problem areas and barriers to service, the sharing of first hand observations of those receiving and providing service, the analysis of factors contributing to the success or failure of library programs, and a description of correctional library programs in each state and in the Federal Bureau of Prisons.

3. Interviews

At each institution visited, interviews were conducted with persons who could give, a variety of viewpoints. Interviews were also conducted with the department director or assistant director and the departmental director of education at the central offices of each department of corrections. In some states, visits were made to the central offices of a separate juvenile division. In all states, extended discussions were held with state library personnel which provided support for correctional library services. Notes were taken during interviews and in all but a few instances, interviews were taped. Interview participants were assured that their remarks would not be attributed to them, unless they gave their personal permission to do so. A waiver of signed written consent was obtained to permit inmate interview subjects to remain anonymous. These procedures were not designed to gather quantitative data, but to acquire new insights into problems of correctional library service. The line of discussion during the interviews was guided by the five following hypothesis that were to be explored:

correctional library services are generally poor
services are not appropriate to meet the particular needs of the institutional population
services would be improved by the addition of a librarian at the policy making level in the central office
services would be improved if libraries were removed from a position subordinate to divisions of education

library services would be improved by closer cooperation with outside libraries.

Interview questions were based upon the particular relationship of the subject to library operations; not all questions were appropriate for all subjects. More than 50 questions were developed to ask of six categories of interview subjects. These were: Directors or Associate Directors of State Department of Corrections, Directors of Education programs, institutional librarians, and inmates. The following core questions were asked of all interview subjects:

To staff: What are the objectives of the library program?
To staff: How well does the library program at this institution (or department) meet these objectives?
To inmates: Can you give reasons why there should be a library in a correctional institution?
To inmates: How well does the library program at this institution meet these needs?
To all: What do you see as problem areas in the operation of the library program?
To all: What do you see as possible solutions?

All staff members and institutional consultants were asked several additional questions.

What are the objectives of the institution (or department)?
Would you prefer to have library services developed internally within the department, or externally from an outside library?
Is there a need for a departmental library director or coordinator of library services at the central office?
Should the library program be independent and parallel to the division of education, or subordinate to it?

D. PREPARATION OF STATE PROFILES

A second project phase was the compilation of a handbook of current practice and statistical data. Letters were sent to directors of library schools and to state library institutional consultants requesting documents providing information on correctional library programs. Requests were made of independent researchers to use their collected data. From information accumulated in this way, profiles were prepared for each state and sent to state library institutional consultants for verification. ILR staff members made telephone follow-ups with each state consultant to verify the data in the profile descriptions. In many instances, consultants greatly expanded the material and provided up-to-date, accurate information.

Statistical data were recorded as received. However, the original data were collected independently within each state with varying criteria and definitions for its compilation and cannot, therefore, provide cross-state comparisons.

E. REPORT

Because of the bulk of the final report material and because of differentiated interests in various parts of the project findings, this final report has been prepared in four independent volumes:

Vol. I.	Findings and Recommendations
Vol. II.	Access to Legal Reference Materials in Correctional Institutions
Vol. III.	Current Practices in Correctional Library Services: State Profiles
Vol. IV.	Bibliography

II. FINDINGS

A. OVERALL QUALITY OF SERVICE

1. Over-view

In general, the quality of library service in correctional institutions is poor. There are notable exceptions, but most libraries seen are not making a significant contribution toward the achievement of the institutional goal of re-entry into the community. This is especially true of institutions for juveniles and of those for women. Few institutions have library facilities which have been planned architecturally; space is limited and inappropriate for library use. Often the location of the library within the institution creates traffic and security problems.

Collections are usually composed of donated, hardbound books, with few newspapers, magazines and paperbacks. Audio-visual materials are lacking, as are materials for adult beginning readers. A growing awareness of the special library needs of Black people is evidenced by the presence of Black interest materials in almost all collections. Materials for American Indians, Chicanos, and other special groups are lacking.

Access to the library is limited and based upon staff needs, rather than upon inmate needs. Because of staff shortages, weekend access to the library is rare. Frequently, access to the library is in block groups. In many cases, library hours are such that inmates on kitchen duty, work assignments, or class assignments can not get to the library. Few librarians have professional library degrees. Those who do have little hope of advancement in their profession and are often paid salaries lower than in community libraries and lower than other professional staff members within the institution. Librarians work with little opportunity to meet with other staff members or with outside librarians, and have few opportunities for continuing education.

Funding is insufficient and uncertain Few institutions or departments have provided a line item for libraries within the budget which would allow long range planning. Library funds often depend upon the personal interests of the institutional director of education.

Visible efforts are underway to provide legal reference materials and services, but only in few instances do these meet the requirements established for California institutions by a Federal Court ruling. [Gilmore v. Lynch, 319 F. Supp. 105 (N.D. Cal. 1970, aff'd. sub nom. Younger v. Gilmore, 404 U.S 15 (1971)][7] (See appendix 1 vol. II in this report).

Staff library services are poor. Good library support for

institutional staff is a hallmark of quality for the overall library program. There were several instances, where there was poor library supervision, that library equipment and materials were appropriated for the exclusive use of staff members; but there was no instance observed where a sustained effort was made to provide responsive, appropriate library services to staff members, that it was done at the expense of meeting inmate library needs. The level of staff service was consistently indicative of the vigor and enthusiam which the librarian brought to his job.

Library programs in women's institutions are generally of poorer quality than those for men. Women comprise only 5% of the national inmate populations.[8] When funds are distributed, the needs of larger institutions are met first. There is also a tendency to provide materials which reflect staff concepts of suitable material rather than refective of the interests of the women themselves. Magazines are of the homemaking and needlework variety; books run to light romances and Gothic novels. There are few underground publication, popular tabloids, materials on drugs, venereal disease, welfare rights, or inmate rights. The quality of library services in children's institutions is extremely uneven and hinges primarily upon the level of interest and support given to libraries by each institutional director.

2. Services within the Federal Bureau of Prisons

Library services within the Federal Bureau of Prisons are in a difficult period of transition. Federal libraries declined from an early position of leadership as emphasis shifted from self-motivated, self-directed educational opportunities toward pre-organized courses of study. Libraries established twenty years ago were neglected. Priorities were determined by educators whose concern for classroom programs absorbed staffing and funding. Few new library materials were added and staff for the library was drawn from unqualified personnel; the position of librarian was seldom filled by direct recruitment, but most often served as a place to transfer incompetent teachers. While libraries outside were adapting to new forms of non-print media and establishing cooperative systems for sharing expensive audio-visual equipment, the concept of the library within the Federal Bureau of Prisons remained static and limited. Libraries were seen as rooms containing hard bound books; librarians were seen as those who guarded the books and imposed silence. A phenomenon encountered during visits to three separate federal institutions was the mimicked characterization of librarians as controlling, negative persons who say, "Shh."

In all but two of the nine federal institutions visited, libraries with a classified collection of materials and a system of access had been abandoned. The two exceptions were the long term penitentiaries at McNeil Island, Washington, and at Atlanta, Georgia. These two libraries did little to dispel the limited concept of library function that prevails within the Bureau. At McNeil Island a collection of hard bound books is carefully guarded, and direct access to materials

is not allowed. The library user makes his request to a clerk through a window which resembles a bank teller's cage; the clerk then brings the book to the checkout station. At Atlanta, the library is housed in a large open room and has a good sized collection on open shelves, primarily of hard bound volumes. The most desirable materials, however, are kept inside the librarian's office. The collection is limited to print materials. In contrast to the adjacent law library, which is crowded with patrons, the general library is used by few.

In nearly all federal institutions a budget allocation is made for the purchase of paperbound recreational reading materials to be delivered directly to housing areas for informal circulation. The degree of satisfaction expressed in these materials depends upon the method of their selection, and varies from one institution to another. In some institutions packaged collections were purchased from book dealers, this brought in a large number of books but included many unsaleable overstock items. At the institution this indifference to the individual interests of the readers was carried to the point of distributing books two per bed while the dormitory and cell areas were cleared. In other institutions, a few titles became highly prized items on the inmate black market, while much of the material was unused.

Attempts to involve inmates in the selection of materials have had varying degrees of success. Inmates' sense of futility and distrust worked against staff efforts at Terminal Island to poll the population for reading preferences. A successful paperback collection was developed at the Federal Correctional Institution at Milan, Michigan, where an inmate committee was given responsibility for selection and maintainance of the collection. The enthusiastic use of this collection by the entire population is described by Virgil Gulker in his work, Books Behind Bars.[9]

In each federal institution visited, a collection of materials was designated as a "reference collection." There were no established criteria for these collections; their general function was to support the educational program, in contrast to the recreational function of the paperback collection. No funds were set aside for acquisition or maintainance; the collections seen consisted primarily of outdated encyclopedias and textbooks which were neither classified nor catalogued.

The Federal Bureau's efforts to develop college-level educational programs are severely undermined by the lack of adequate library facilities. Without such facilities, faculty members find curricula development difficult. In theory, participants in the growing number of study release programs may use a campus library; but students interviewed said this was not so. Time restrictions for the inmate's return to the institution did not permit library use. At the Federal Penitentiary on McNeil Island near Tacoma, the Director of Education has developed an outstanding program which draws upon the faculty of several nearby colleges to provide courses at the institution. The resulting community

exposure to the inadequacies of the island's library facilities led the Weyerhauser Corporation to establish the McNeil Island Foundation. A $45,000 endowment will be used over a period of three years to purchase, process, and deliver library materials in support of college programs. Provisions have not been made for servicing and updating the collection. Materials will not be available to the general inmate population; nor will those inmates enrolled in college classes have direct access, for the present request system will continue.

Concern within the library profession at Tacoma led Pierce County Public Library to offer contractual services to the penitentiary. Such arrangements have been in effect for many years between the county library and Washington state institutions. The federal institution did not have sufficient funds to accept the proposal which would have established a branch of the county library within the institution. At present, limited inter-library loan services are provided by Pierce County Library as a courtesy to McNeil Island. So that the volume will not exceed what the Pierce County Library can do free of cost, inmate requests are limited by the institution. Inmates must justify each request and wait their turn to submit them.

A more promising relationship exists between the Federal Correctional Institution at Lompoc, California, and the Lompoc City Library. As members in the Black Gold Cooperative Library System, both may draw upon the resources of 84 participating libraries. This includes the total holdings, print and nonprint, of public libraries, special libraries, and law libraries and also of Atascadero State Hospital, the University of California at Santa Barbara and California Polytechnic Institute. The institution has been provided a computer-printed book catalog which lists the available holdings. A second copy of the catalog has been placed at the Lompoc Camp adjacent to the main facility.

Membership in a cooperative system usually requires the existence of a basic collection at each participating agency. As members draw upon the resources of the entire system, a balance tends to develop between requests made and requests received. Because the federal institution does not have a basic collection and depends upon the system for nearly all of its library needs, this balance can not be reached. At present, the bulk of institutional requests are filled by the Lompoc City Library, where their volume has required the addition of a part time clerk. The hope is that the institution will develop a basic collection of current materials which would reduce the number of routine requests and would leave resources of the cooperative system to meet an almost unlimited range of staff and inmate interests. If the institution's professional holdings were cataloged, (these include innovative programmed instructional material, research and project reports, in house documents, professional journals and monographs) they would make a valuable contribution to the cooperative system, and would be more useful to the staff of the federal institution.

A second solution might be legislation which would allow the

Federal Government to compensate for local library services. Indications of a favorable climate for the potential development of outstanding libraries within the Federal Bureau of Prisons are as follows:

1. The placing of informally circulated satellite collections for recreational use in living areas is a forward step.
2. Censorship policies are less restrictive than under most other jurisdictions. In some federal institutions, censorship of printed materials and commercially produced materials is seldon practiced.
3. The educational program has not been hampered by out-dated concepts, but has moved beyond classroom and textbook to incorporate innovative techniques which use a wide variety of audio-visual materials and which emphasize individualized programmed instruction.
4. Educators have adopted the concept of an informal learning center with free access to a variety of materials. This learning center approach is far more compatible with contemporary library concepts than the traditional library programs seen at McNeil Island and Atlanta.

Existing learning center programs lack an adequate range and quality of on-site materials and services, a system of access and retrieval that allows users to locate desired materials, and a means of tapping pooled resources of print and non-print materials outside the institution. A first look at the learning center at Robert Kennedy Youth Center at Morgantown, West Virginia, was promising: it is a large, well lighted room attractively furnished and equipped with a variety of audio-visual hardware. An alcove is set up for small group film viewing. The center is conveniently located and accessible from both classroom and dormitory areas. A second look revealed an acute shortage of slides, tapes, films, and software. The range of magazines, newspapers and soft bound books is unexciting and inadequate; the reference collection is disorganized and insufficient. There is no system for locating materials, no review, evaluation and classification of software, and no system for sharing the assortment of materials that has been developed at other federal institutions. Despite the wealth of material potentially available, instructors were left to develop programs for individual student needs based only on the limited, disorganized materials at hand. Students stimulated by individualized instructional materials were unable to pursue developing interests. College students in study release programs felt discouraged and unable to compete with classmates who had access to adequate library services. Those reference works included in the Kennedy Center Collection were difficult to locate and were insufficient for student needs.

Because the sequential development of library problems within the Federal Bureau of Prisons appears to have stemmed from an administrative structure mirrored in many state departments of corrections, federal examples are of particular value. Later chapters will discuss the need for central office coordination, the relationship of the

library to the education program, and the role of the librarian.

3. State Institutions

In state institutions there is a wide variation in the method and quality of library services provided; however, some general observations can be made. With the exception of those states where services are provided by outside libraries, there is little cooperation among institutions to rotate or establish pools of expensive or infrequently used materials, to combine purchase orders for large purchase discounts, or to centralize processing. In those states where library services have been developed internally within a department, the most frequent form of cooperation observed was in book repair and rebinding. A book bindery in one institution often rebound materials for the department.

Several factors have provided impetus toward greater levels of cooperation. These are the need to provide expensive legal reference materials, ties to cooperating outside libraries, and the creation of positions for state library institutional consultants which was fostered by the Library Services and Construction Act. (LSCA)

In the states visited, a relationship between the quality of institutional library service and the use of LSCA Title IV.A funds was observed. Under the Act, a basic allotment of $40,000 was distributed to each of the 50 states to develop library services to the residents of state institutions. In addition to correctional institutions, this included hospitals, mental hospitals and residential schools for the handicapped. In such highly populated states as California and New York, even though comparatively large amounts of matching funds were contributed by state and local agencies, funds were spread thinly and the quality of library services in correctional institutions was not comparable to that available in community libraries. Where there has been a strong public interest in institutions and much interaction between libraries and correctional agencies, as in Florida, Connecticut, and Washington, institutional library services were comparable to those in the community. In such smaller states as West Virginia and Montana, LSCA Title IV.A funds have made a strong impact, and institutional libraries were often among the best libraries in the state.

As correctional libraries improved and their use by inmate populations increased, librarians frequently saw serving institutionalized populations as a potential factor in eventual upgrading of the quality of services in the community. Most imprisoned persons are from lower economic brackets, from racial and ethnic minority groups, and are educationally deprived.[10] Prior to the last half of the 1960's few out-reach programs had been developed by public libraries to serve these groups of people.[11] The institutional library may provide an inmate's first exposure to library service. The Institutional Consultant with the Montana State Library believed that if an inmate learned to use the library at the penitentiary at Deer Lodge for information on tractor repair he would expect that kind of information from community libraries upon his release. It was the Consultant's opinion that at

present few public libraries could meet those expectations and would be stimulated to broaden their collections and range of services. The Los Guilicos School for Girls, operated by the California Youth Authority, had library services provided on a contractual basis by the Sonoma-Santa Rosa Public Library. The library staff believed that staff exposure to the interests of a concentrated group of young people not usually included among library patrons, had enriched their service to the community considerably. Although the public library belonged to a cooperative system which employed sophisticated techniques to gather a wide range of current materials, requests from Los Guilicos often revealed weaknesses in their collection and anticipated trends which later emerged in the community. Acting upon the interests expressed at Los Guilicos, the library improved their services to the entire community, especially to young adults.

B. SUITABILITY OF SERVICES

1. Institutional Objectives

There was great disparity in the perception of institutional goals between administrators and librarians. Most administrators saw the primary objective as a practical one of providing custody for those persons sent to the institution by the courts. Secondly, they hoped to achieve some change in the offender which increase his chances of securing an acceptable and productive place in the community. Emphasis consistently was upon the provision of academic education, vocational training, and practical skills, rather than up on achieving attitudinal changes within the inmate. The phrase which was used most often was "to prepare for successful re-entry." The term "rehabilitation," which appears so often in literature of twenty years ago, was seldom used, and only with qualification. The concept of rehabilitation is based largely upon perception of the inmate as a deviant. Most administrators saw the offender as an individual who is poorly equipped to compete, not as an abnormal spin-off from a normal society. Few saw him as suffering a moral malady which required a "cure."

Librarians consistently cited "rehabilitation" as the primary institutional objective. The word was frequently used to connote a sense of humanitarianism rather than as a penological term. Librarians cited "inmate re-entry" less frequently as an institutional goal, and in very few instances seemed aware that the new outside orientation represented a fundamental shift in correctional philosophy. Few persons recognized the implication this new direction in correctional objectives has for the operation of the library. Little emphasis was placed upon an increased need for gathering and providing practical, current, detailed re-entry information.

2. Library Objectives

Administrators described the objectives of the library as providing inmates with opportunities for education and recreation, and for

relaxation and excape from the pressures of institutional life. A well-run library was seen as a tranquilizing factor in managing the inmate population. Few saw the library as providing opportunities for improving an inmate's self-image, as providing assistance and support to the institutional staff, or as a source of practical, current information. Law library services, which fall within this last category, were not seen as a normal activity, but as supplementary.

Inmates in adult male institutions tended to place the provision of law library services high on the list of library objectives. Where facilities permitted individual access and lounge space, men, women, and children alike prized the library as a place apart from the depersonalizing atmosphere of the institution. Most often, the limited facilities available did not allow this kind of use; then, vicarious escape through reading was given as a primary objective. This was seen by inmates as therapeutic rather than recreational. The need for recreational reading was frequently cited last, following the need for education.

Library objectives given by librarians fell into two broad categories. First was support for the institution, which included cooperation with security requirements; the provision of staff library services; and the dissemination of information to inmates, especially that originating within the department or institution. The second category, inmate rehabilitation, included provision of materials for a variety of recreational; intellectual activities (reading, viewing, listening); opportunities for self-directed study; support for classroom programs in academic education and vocational training; reader guidance services; motivation for self-improvement; opportunities for keeping abreast of advancing technology, especially in vocational fields; the provision of general information about the outside world; the provision of legal information; instruction in the use of information sources providing skills which would carry over into the outside world; the provision of a forum for the exchange of ideas; and the provision of a pleasant, relaxed environment. Librarians frequently mentioned the beneficial impact upon inmates of librarian's response to individual needs and interests, whereas most aspects of institutional life are geared to managing the total population and are severely depersonalizing.

3. The Need for Re-Entry Information

Few Persons saw the library as providing practical, current information about the community which would support sucessful inmate re-entry programs. In the few instances where this was seen, this objective was given top priority by administrators and librarians alike, and was placed on par with legal reference services by inmates.

It is recognized that the success or failure of the ex-offender's readjustment is largely determined in the first months following release. Numerous programs have been designed to assist him during this critical period. Half-way houses, weekend passes, work and study release, and increased gate money have all been implemented to ease transition into

the community. Few institutional or community libraries have yet contributed significantly to this transitional process. Some pioneering efforts which were seen by inmates and staff as being valuable were the following:

a. In California Youth Authority institutions, classes in "street survival" teach inmates how to locate, apply for, and keep a job; to find medical, dental and other emergency services; and information on consumer protection, unemployment assistance, welfare rights, fair employment practice laws and landlord-tenant laws. The library at Los Guilicos provided extensive job market information, trade school directories, scholarship aid and apprenticeship requirements, government employment opportunities, college and junior college catalogs.

b. Nearly all libraries had telephone directories which were highly prized as a source of information for future employment. Most often these were kept in the librarian's office and were available only on request. At Union Correctional Institution at Raiford, Florida, an extensive collection had been assembled which included every major city in the United States. In contrast to others, this collection was constantly updated, and immediately accessible. License plate material was used to fashion metal covers for each directory. These were suspended on horizontal pipes running parallel to a counter. Each directory could be turned up, opened, and the counter top used for making notes.

c. Community service groups in San Francisco and Los Angeles, California, and Albany, New York, compiled information on community resources which was of particular usefulness to releasees.[12] In San Francisco, Transitions to Freedom, an agency sponsored by the American Friends Service Committee, prepared The Job Hunters Handbook for released offenders.[13] These were distributed by the San Francisco Public Library. The Federal Correctional Institution at Lompoc assembled several of these re-entry kits, added new information and prepared their own kit for Lompoc releasees.

d. In Washington, where institutional library service is provided by outside libraries, inmate clerks trained at the institution are given work release opportunities in community libraries. Library jobs are also made available to released inmates who need part-time work while attending school.

e. In Florida, Washington, and California, local citizens participate in discussion groups sponsored by the institutional library. Topics range from job opportunities, to transcendental meditation. Programs involve such community groups as the Junior Chamber of Commerce, Alcoholics Anonymous, and Seven Step Foundation, all of which provide carry over support into the community.

f. Various community libraries in several states made arrangements to provide releasees with community library cards before they left the institution. Because released inmates usually have no identification other than their discharge papers, the practical value of the card as an I.D. is significant.

These programs were exceptional. Few community libraries exhibited a sense of responsibility for institutionalized citizens or

awareness of their special needs upon release to the community. Few institutional libraries recognized their potential role in preparing inmates for re-entry. Few had current, useful job market information, subscriptions to trade journals, sufficient subscriptions to outside newspapers, government documents and reports on employment rights and employment opportunities, civil service information, college directories and catalogs and information on scholarships and apprenticeship programs.

4. Library Needs Cited by Inmates and Staff

Inmates most often complained about a lack of current material. This was a constant criticism encountered in all but a few institutions. Censorship and funding were less important in determining the vitality and excitement of collections than the librarian's lack of skill in perceiving inmate interests and in locating a variety of sources. In only four institutions scattered through Florida, Connecticut, and California, did inmates report that the library contained up-to-date materials of real interest to them. A second inadequacy, and one most frequently cited by educators, was the lack of variety in audio-visual materials. Most collections seen were limited to print materials.

The deficiency most frequently cited by librarians was the lack of suitable material for adult beginning readers. This is a difficulty shared by all librarians serving disadvantaged groups. Publishers should be alerted to the need, and librarians should develop better systems for sharing information on the materials available.

Administrators were concerned about staff library services which in all but a few cases were inadequate. Collections were most often accumulations of abandoned books and periodicals. In only a few cases was a staff library funded, maintained and accessible at the institutional level. Inter-library loan requests to state libraries were honored in all states, but with varying degrees of efficiency. No library seen provided unpublished reports of correctional programs in other states and jurisdictions No library visited had developed staff use of such computer-based sources of information as Educational Resources Information Center (ERIC) or the Department of Justice National Information Center. Few librarians used information clearing houses or had developed files of pamphlets, clippings, and government documents.

Librarians frequently saw service to staff as a means of building good will. A system of informal favor-trading between departments is seen as essential in moving any activity or program ahead. Official channels within the institution, as in other orgainzations, are frequently clogged with red tape. At Raiford, Florida, where an unusually high degree of staff support for the library operation was enjoyed, the following staff services were carried out through the inmate library:

a. Preparation of bibliographies

b. Routing of periodical articals of particular interest to individual staff members. This included personal as well as professional interests and extended beyond the administrative and educational staff to correctional officers, maintainance, kitchen and clerical staff members.
c. Alerting staff to advance publication notices of particular interest.
d. Ordering of special materials for staff development programs.
e. The manufacture of rubber stamps for staff use.

Heavy staff use of the general library had a beneficial side effect. A Raiford administrator observed that it provided neutral ground where interaction took place outside the relationship of keeper are kept, and did much to open up communication and relax tension at middle management level.

In both the states of Washington and Connecticut, library support for staff is centrally administered by the state library. In Connecticut, the entire holdings of professional materials within the Department of Corrections have been cataloged and incorporated into a master file. A copy of the file is provided to each institution in the state. This availability of total holdings was a factor in the development in Connecticut of one of the first training academies in the nation offering an A.A. Degree in Corrections. Haddam Criminal Justice Academy, administered by the Connecticut Department of Justice, has a permanent staff which offers training courses for institutional, parole, probation, and juvenile court officers. It is independent of law enforcement and treats corrections as a separate discipline. In cooperation with Tunxis Community College, an A.A. Degree in Corrections can be earned. State libraries in both states place collections of professional materials within each institution on a permanent loan basis. In one Washington institution, Shelton Correction Center, a branch library and a full time clerk are provided for the exclusive use of staff. A second library, administered as a branch by the local junior college, provides service to inmates.

C. THE POSITION OF THE LIBRARY WITHIN THE ADMINISTRATIVE STRUCTURE OF THE DEPARTMENT

A major premise of this study was that the traditional administrative structure which placed libraries under the supervision of Directors of Education had been a major factor in limiting library development. First-hand observation and discussions at institutional and departmental level failed to support this premise. Library operation involves five major functions: the provision of materials for self-directed intellectual activity, the provision of information, the creation of a therapeutic environment, support for educational programs, and support for institutional staff.

Only one of these activities comes within the purview of the educational program. If the administrative structure of a department had

the flexibility necessary to allow for units of unequal size, establishment of a separate administrative unit for the library program would be beneficial. This flexibility is rare; most departments have established hierarchical pyramids composed of equally weighted units. If the library program must be incorporated into a larger unit, the educational one is as logical a choice as any other. New York State Department of Corrections has recently reorganized to establish a Director of Avocational Activities whose responsibilities include sports, recreation, hobby shop operations, art shows, and the library program. They also initiated a line item for libraries within the departmental budget and earmarked those funds for library use only, a step which may prove to have more impact on the upgrading of library services than the administrative shift from education to recreation.

In California, a recent report of the California Library Association Blue Ribbon Committee on Correctional Library Services strongly recommended the separation of the library and the Division of Education within the departmental administrative structure.[14] The conclusion of this investigator, however, is that unreliable funding, lack of library expertise at decision making levels, lack of long range planning, staffing problems, and problems of communication have far more impact on library development than the organization of administrative channels. Inadequacies in the foregoing areas must be laid to the present supervision of libraries which, in all but a few instances, has been carried out within the framework of educational programs. It should be pointed out that the outstanding library programs seen were developed from the same position of administrative subordination to an educational department. The conclusion is that to correct problems which hinder library development, we must look beyond the administrative framework itself.

1. Central Coordinator

A second premise of this study was that correctional libraries were in need of coordination and support by a competent library administrator within the central office of each department of corrections. First hand observations and discussions supported this premise. There were valid objections expressed, however, which demand consideration.

First is that such a position would drain limited library funds. Secondly, that it would increase departmental bureaucracy, and be restrictive rather than supportive. In some states it was pointed out that the coordination of correctional library programs was being done by the state library. West Virginia, Montana, Arizona, Florida, and Washington fell within this last category. The institutional consultants in these states coordinated all library activities taking place within correctional institutions.

In Washington, although institutional library services were provided by a variety of loosely related outside agencies, few persons saw a need for a departmental coordinator. For example, at the Shelton Corrections Center, library programs under four separate agencies

were in operation. In addition to staff services provided by the State Library and an inmate library operated by a junior college, there is a rotating collection of paperbacks provided to maximum security areas by the county library system, and a law library administered by the Attorney General's Office. Washington educators alone favored the establishment of a coordinators position. Branches of libraries in Washington are established within each institution. Where the branch is a public library, support for the educational program is weak compared to that which would be provided by a school library. A coordinator could be effective, not only in reducing unevenness and overlap in services, but in modifying public library service to meet the varied needs of the institution. However, a philosophy of service to institutionalized persons which has developed in Washington emphasizes community-based programs. The Department of Corrections is not independent, but is a member agency of a larger Department of Social and Health Services. The function of the Department of Corrections is primarily to provide housing and security. Most provided services are extensions into the institution of outside community services. The establishment of a library coordinator within the internal structure of the Washington Department of Corrections would not be in keeping with their philosophy of service; in this case, increased efficiency would be purchased at too great a cost. Other means can be found to improve school library aspects of service.

Most departments of correction and the Federal Bureau of Prisons are more nearly autonomous in their operation, and would have much to gain by the addition of a competent professional librarian at policy making level. The Department of Corrections in the state of Illinois has had such a person for several years. The opinion of the Illinois coordinator was that ACA standards for library staffing which call for a professional librarian at each institution of 1,000 or more inmates should be met, but first priority should be given to placing a competent librarian in a position to contribute expertise and a library point of view to policy-making deliberations.[15] If the Federal Bureau of Prisons had such input when learning centers were being developed, many costly mistakes could have been avoided. A learning center coordinator described the difficulties encountered.

> There is no cataloging. We have a man here with a Masters in library science who is fully capable of doing all of this, but about four years ago his entire work, which was considerable, was simply herded into trucks and dumped somewhere, card files, books, you have it. The Bureau of Prisons decided that libraries were not a part of the picture and the person who was here took that literally to mean, "You get rid of the library and go into the learning center business." Nobody here knew what a learning center was; they simply started buying material. And this is what I have inherited. No library and a learning center that was developed for a much younger group of inmates who left here five years ago.

California's experience is similar to that of the Federal Bureau

of Prisons. Library development flourished under a director who had strong interest in libraries. A professional librarian was brought into the Department to develop the first library at San Quentin and to serve as advisor to the Department. Additional librarians followed. Planned library space was incorporated into all facilities to be built. Later directors shifted priorities. Without a competent librarian in an administrative position, supervision of the program fell to educators with limited knowledge of libraries and with many competing responsibilities. More than half the correctional libraries in California are now staffed by teacher-librarians assigned from the teaching pool. Although there are exceptions, the teacher who is dynamic, creative, innovative and relates well with students is rarely the teacher who can be spared for library duty. Because librarians are paid less than teachers and recruitment of competent librarians is difficult, a recent report from the Education Division recommended that teachers replace professional librarians. Departmental libraries in California have not kept pace with external library development and have fallen behind many other states in the quality of services. The recent report of the California Department of Corrections library program by the California Library Association Blue Ribbon Committee has strongly recommended the establishment of a position of library coordinator within the central office; the position's duties would be to coordinate library programs, develop materials used in correctional academy courses, serve as consultant to departmental training programs, serve as liaison with the State Library, organize legal reference services on a statewide basis, develop basic staff library collections among the facilities, develop and conduct in-service training programs for institution librarians, evaluate library programs, develop library budgets at departmental and institutional level, advise on federal funding and grants available, and direct the building of collections for institutional resident libraries.

Illinois has a well-qualified departmental coordinator, and has implemented an innovative statewide program of contractual library services provided by outside libraries. The position of the coordinator in this transitional period is especially valuable, as new problems, ideas, and points of view are encountered at each step in the developing programs. A fundamental difference in philosophies of service has at times created an uneasy alliance between the coordinator and public librarians serving the inmate population. The goal of the public librarians is to provide the inmate-citizen with the best library service possible. Security restrictions and budgetary limitations are seen as barriers to service which should be changed or modified. In contrast, the goal of the coordinator is to bring the departmental library program to a degree of excellence in which security, efficiency, economy and user-satisfaction are factors of equal importance. A necessary balance has been struck, within the realities of the institution, which has carried the program through difficult stages of early development. In such small states as Montana and West Virginia, the question of a coordinator is less urgent. The number of institutions is small, and a close relationship exists between the State Library and the Department of Corrections.

The subordinate position of the Georgia State Library to the Georgia Department of Education has not fostered such a relationship between the library and the Department of Corrections. While Georgia educational programs in correctional institutions move ahead, library development does not. There is a large number of small institutions in Georgia, most without library service. The Georgia Rehabilitation Center for Women at Milledgville had one of the poorest libraries seen. The usual collection of donations included neither Bible nor dictionary. Libraries in two institutions now operated by the Georgia Department of Education are reminiscent of community libraries of a generation ago. Both institutions had excellent library space, dedicated staff; however, collections were sterile and little used. To date, efforts toward institutional library development in Georgia undertaken by the Department of Education leave much to be desired. The addition of library expertise to the central office staff in the Georgia Department of Corrections should be a matter of top priority.

In New York, although the relationship of the State Library and the Department of Corrections is extremely good, the number of institutions under the purview of the institutional consultant is so large that field work and active program coordination is impossible. The institutional consultant serves primarily as a legislative representative and departmental advisor. In response to recommendations of the consultant for a library coordinator, the Department has taken a step in that direction. A position of Director of Avocational Activities has been established at the central office. The Director will coordinate sports, recreation, hobby and craft activities and the library program. Although the position will not be filled initially by a librarian, it will be open to them. This coordinating position should give a degree of increased support to and provide a career opportunity for the institutional librarian.

In Florida, where library development is at a high peak, it is recognized that fortuitous circumstances contributed to the developing program. Legislation was enacted reorganizing and modernizing the Florida Department of Corrections in the same year that the Florida State library created a position of Institutional Consultant. A further circumstance was the implementation of the Library Services and Construction Act which made federal funds available. A more transient factor was the presence of a top administrator whose strong interest in the development of libraries allowed innovative, creative people under his administration to experiment and to develop a dynamic library program. As a means of stabilizing the program through changes of administration and personnel, the Department has recognized a need for a Departmental Library Coordinator; such a position is planned for the near future.

Connecticut has approached the need for centralized coordination in an innovative yet practical way. Five years ago library services in Connecticut correctional institutions were completely undeveloped. To ensure orderly development within a comparatively small budget, a position of Supervisor of Correctional Library services was created.

The position is jointly funded by the State Library and the Department; the Supervisor serves as a staff member of both agencies.

D. PATTERNS OF SERVICE

No two states have evolved the same pattern of service. All had followed similar stages of early development but have diversified as programs expanded. Major factors which determined the development of service patterns are the degree of outside orientation prevalent in departmental policy, the relative proximity of institutions to population centers, and the architectural design of the institution. Contracts for outside library service were most often found where similar arrangements existed for educational programs and services provided by local colleges and school departments. In states where institutions are isolated, outside library services tended to come directly from state libraries; where they were not, outside services were frequently provided by community libraries or regional library systems. Bookmobile services were often extended from community libraries to juvenile institutions and adult minimum security work camps, but seldom to adult institutions.

In walled institutions, where there was tight security at the perimeter of the institution, individual access to the library was more frequent. In institutions without walls, inmates tended to be brought to the library in groups at scheduled times. The space available and the location of the library within the institution determined the need for satellite libraries and courier services. The design of elevators, stairs, security gates, cell block areas, and the degree of security practiced established the limits within which these services could be developed.

Most state patterns of service fell within two major groups; those with library programs which were comparatively self-contained and those receiving services primarily from outside library agencies. States are arranged alphabetically within each group.

1. Self-Contained Services

Arizona

Correctional library services in Arizona are in early stages of development. The Arizona Department of Corrections was established in 1969. Previously each institution was autonomous and their respective superintendents competed for funds and influence. A "grandfather clause" to protect the jobs of institutional staff was included in the Legislation which established the Department and created difficulties for departmental administrators who wish to implement change. New positions for a Director of Programs and Director of Education were recently established and ties to outside vocational rehabilitation agencies, community colleges and the State University have been expanded and strengthened.

The Institutional Consultant from Library Extension Service (LES) of the Arizona Department of Library and Archives (State Library) is seen by departmental administrators as the "driving force" for library development, but the Department has not clearly defined his position. He lacks the authority and the administrative and budgetary support from the Department which is needed to exert influence on library program design. A lack of departmental library policy has allowed previous gains to be lost with changes in institutional personnel. Competing departmental program needs have overshadowed the need for library development.

Characteristics of the present library program are as follows:

Few institutions have a budget for library materials.
Federal grants and state library funds have been the primary source of support.
Adult institution libraries are staffed by inmates. One juvenile library is staffed by a paraprofessional and another by a teacher.
A new library building has been constructed at the state prison.
The supervizing correctional officer is taking classes in library technology.
A new legal collection with current subscriptions to federal and state reports has been provided at the mens prison under an LEAA grant. Back issues of reports and digests are not included.
Back up service is provided by the University of Arizona. Women do not have access to law materials.
Staff library services are undeveloped. Both staff and inmates receive interlibrary-loan service through the LES. The State Library acts as a focal point for interlibrary-loans with four cooperating public libraries and the state university.
LSCA funds were used to upgrade collections composed largely of donated materials. The State Library rotates materials through institution libraries. State Library funds used formerly to purchase new materials have been shifted to maintain the position of Institutional Consultant.
LES provides the only link to outside libraries for nearly all institutions; the exception is a juvenile institution in Phoenix which draws upon community and school library resources. The Library Consultant does field work, serves as advisor to institutional directors of education, and provides training programs for library staff. He has recently surveyed library needs and resources in preparation for developing a plan for library development.

California

The relationship of the California State Library and the California Department of Corrections evolved from a long history of informal cooperation. In many states LSCA funds were used to fund the position of Institutional Consultant. In California the duties of a consultant were shared by existing staff. LSCA funds were administered, law library services were provided, interlibrary-loan requests for

non-fiction materials were filled and assistance was given with collection development. The assistant state librarian also sat on the personnel board which reviewed condidates for departmental library personnel. A strong position of Institutional Consultant to serve as liaison, advisor to departmental planners and to do active field work has not been developed.

The library program in each institution has developed independently, with little central coordination. With the exception of the two oldest institutions, Folsom and San Quentin, all facilities had library space incorporated into the architectural design of the building. Each library is housed in a large, well-located room. Small library buildings have been placed within the yards of the two older institutions. Thus, all mainline populations have access to library facilities. Service to segregated populations varies. At Deuel an LSCA grant funded a special library and education program developed within segregated areas bringing services and programs to those whose needs are most often neglected.

All but the women's institution at Frontera have full time personnel assigned to the library. In five adult institutions professional librarians are employed; at others, teachers have been assigned. Juvenile institutions have made a practice of rotating teaching staff through the library on temporary assignment. The large adult institution at Soledad has a librarian in each of two libraries while two smaller institutions share a librarian. Several camps are served by circuit librarians.

Funds for library materials are provided by the Inmate Welfare Fund for fiction and the institutional budget for non-fiction. Many institutions use a formula for funding based on the premise that 55% of the population use the library and borrow 60% non-fiction material. One institution depends entirely on donations. Some institutional libraries have large collections of paperbacks; some do not. Some have established close working relationships with community libraries; others operate in total isolation. At San Quentin and Tehachapi, library collections are supplemented by rotating collections from the county library. At San Quentin, a second educational library is sponsored by the College of Marin and is partially staffed by a student intern from the School of Librarianship at UC Berkeley. With the exception of the two medical facilities, which have excellent staff libraries, the emphasis is upon inmate library services based largely upon print materials. Each institutional library has a basic law collection supplemented by services provided under contract by the State Law Library.

A recent contractual arrangement between the California Youth Authority and the Sonoma-Santa Rose Public Library established a branch of the community library within Los Guilicos School for Girls. A full time librarian and library clerk were provided by the county; a large library building was made available by the institution. Materials were provided by the county library, the Youth Authority, and grants

from ESEA and LSCA. Sonoma-Santa Rose Public Library belongs to a vigorous, thriving cooperative system and was able to share the benefits of system membership with the institution. Central purchasing and central processing stretched the funds available and freed the librarian and clerk to work directly with their clientele. Wards and staff could draw upon the total holdings, special services and combined expertise of the entire system. The level of staffing provided allowed the librarian to contribute and participate in all aspects of the institutional program and to work closely with wards and staff, and to tailor services and on-site collections to meet their particular needs and interests.

A trend toward community-based care for juvenile offenders has led to the closing of many California Youth Authority institutions. Los Guilicos closed eight months after the library service was initiated. During the short time that the Los Guilicos library was in operation, library use climbed to eight times that of any other institution in the division. As a result, the Youth Authority is rewriting policies to encourage the establishment of similar contractual services at other institutions.

Florida

Interaction between the Florida State Library and both adult and juvenile institutions is strong. Each institution has developed, staffed and funded its own library. Coordination and support is provided by the State Library Institutional Consultant who serves not only in an advisory capacity at departmental level, but also visits all institutions regularly. A climate has been established within the Department in which library development is encouraged. The determining force, however, remains within each institution and depends upon the vigor and dedication of the librarian and the degree of administrative support received. Positions for professional librarians have been authorized for all of Florida's correctional institutions, but have not yet been filled. Graduate librarians staff three libraries; teachers staff the others.

At Raiford, staff and inmate use of the general library runs over 5,000 checkouts a month, with an additional two-hundred to three-hundred requests of the state library. In the Florida system, little use is made of outside community libraries. At Raiford and Starke, inmate libraries are acknowledged to be superior to public libraries in nearby communities. Staff use for both professional and recreational materials is encouraged and seen as beneficial to the institution and to the library in the increased support received.

Each institutional librarian is a member of a central library committee which meets regularly to serve as a review committee for materials selection, to provide a forum for the discussion of departmental library problems, and to work with the consultant to develop library policy and long range plans. Departmental librarians participate in the frequent work shops and conferences sponsored by the State Library, including those directed to general library services as well as those

directed to specialized needs of institutional librarians.

Georgia

The Georgia State Library is not a major agency in the state government and is not administratively paralell to the Department of Corrections; rather, it is a small arm of the larger Department of Education. The library lacks the capability of dealing directly with top levels of administration within the Department of Corrections. Consequently, its role in correctional library development has not been large. A position for institutional consultant has not been established. As inmate populations fall within the areas of expertise of the State Library staff, consulting services are provided by consultants in school library services, young adult services, or in services to the handicapped.

Those institutions in Georgia where libraries are found have developed them independently. The state prison at Reidsville has a library collection composed largely of donations supplemented by LSCA and institutional funds; a full-time staff member supervises. A accumulation of legal materials contains some current material selected by the librarian, who is studying law. Backup services for the law library are provided by the University of Georgia.

A juvenile institution at Milledgeville has a school library within the institution developed by the Director of Education and staffed by a para-professional. The collection is limited to hardbound books and emphasizes support of school curricula. There are few audio-visual materials. Exhibits are permanent and protected in glass cases, rather than being stimulating, colorful, expendable and frequently renewed. Access is by both classroom groups during school hours and by individuals during recreational periods. Books are not checked out of the library, but selected. Selections are later delivered to dormitory areas by staff members.

At Alto, a medium security institution for young men, the Department of Education has provided a complete school facility with library adjacent to the institutional grounds. Personnel from the institution maintain security during school hours, and, following the last class, return with the inmate students to the institution. This system does not allow evening or weekend access to the library for students or access at any time for inmates in vocational training or work release programs. The library in the school is staffed by a professional librarian, but the administrative structure of the school allows for little latitude in developing library programs or the collection. The library serves as an appendage to the school; the collection is designed to support and enrich school curricula. Frivolous, exciting, or off-beat materials which might attract young men to use the library are not included.

Other adult institutions in Georgia have collections of donated materials and are staffed by inmate clerks. Bookmobiles from community

libraries make occasional stops and staff members select materials for the inmate population. Interlibrary-loan services are not available.

New York

In New York the State Library serves an advisory role on major issues of policy, budget and legislation. More than 120 institutions of all kinds are under the purview of the Institutional Consultant; more than 50 of these are adult and juvenile correctional institutions under state administration. The large number of institutions makes field work and input at institutional level difficult. In recent years the influence of the consultant has been most effective at central office level. Efficient systems of reporting have been developed, and the consultant has worked with the Department of Corrections Task Force on Education to develop guidelines and recommendations for educational programs. The passage of recent legislation allocated $1,000,000 to be channeled through regional library systems to improve institutional library services. An immediate benefit will be the opening of a statewide network of interlibrary-loan resources to institutional residents. Public libraries within the state have been gathered into twenty-two regional systems which are in turn organized into interlibrary-loan networks with participating college and university libraries. Before the passage of the bill, institutions could not participate in this network.

The architectural design of correctional institutions in New York creates many library problems. Most are large maximum security institutions with poorly planned library space. Services in many institutions are poor. At Attica, a small educational library staffed by a professional librarian is available to all inmates by courier service and to students through direct access. The difficulties in providing hand carried courier service to cell areas and the need for students to request a pass and to justify their trip to the library, limits the accessability of the collection. LSCA funds were used to provide paperback satellite collections of recreational reading within each cell block. These are staffed by inmate clerks. A second supplementary program which is well-received by inmates and staff is the mail order service provided by Wyoming County Library System at Avon. Up-to-date, annotated booklists are provided periodically to all inmates participating in the program. The wide selection of current materials offered is especially appreciated by the men. Costs for this service have been under written with LSCA funds. Plans are now under way to extend this type of service to other institutions.

The Youth Division administered small units which used community schools and library services. Large training schools were under the Social Service administration and provided in-house schools and library services. A transfer of the training schools to the Youth Division has resulted in a decline in library services in these institutions.

Staff services have been emphasized more in the Youth Division than in the Department of Corrections. A staff library at the Central office of the Youth Division has a librarian who fills requests received directly from staff members in various institutions. Within the adult Department of Corrections legal collections have been provided under an LEAA grant to seven major institutions. Training sessions in the use of materials were provided by Wests Publishing Company. Inmate legal advisory councils supervised by correctional officers and outside attorneys provide assistance with legal problems. Bedford Hills Correctional Institution for Women received a law collection and has a copy machine available for inmate use. The library at Bedford Hills was one of the better women's libraries seen in the course of the study and the only one with a copy machine.

Within both the adult and juvenile correctional departments, a few institutions have been singled out for demonstration library programs, while libraries in others have been neglected and allowed to deteriorate. For example, Highland School had an exceptional library while the library at the Industrial School for Boys had been unstaffed and closed for over a year. The demonstration library at Auburn is a show place that was under development for two years prior to this study. At the time that it was seen, it had yet to serve its first patron. One reason given for delays was the slow delivery of audio-visual equipment. At the same time, audio-visual equipment lay unused in the library at Wallkill which had been closed since the staff member supervising it had been transferred.

2. Services Provided From Outside Libraries

Connecticut

Connecticut carries cooperation a step further than in other states. The relationship between the State Library and the Department of Corrections is formalized by contract. The coordinator is jointly employed by both agencies and is a staff member of both. State Library materials are placed on permanent loan to supplement those provided by the Department. Interlibrary loan of films and print materials are made by both the State Library and community libraries. Special emphasis has been made to provide quality staff services.

The Connecticut Department of Corrections operates both Community Correctional Centers (formerly county jails) and longer term state institutions. With the exception of the State Prison at Somers, all libraries are staffed by inmates. In some cases, long term inmates have been transferred to short term institutions to supervise a library. The state library offers strong support to inmate librarians. Telephone communication with the state library is provided and encouraged. Selection tools are provided on permanent loan to each institution and frequent work shops are held.

Cooperative arrangements have not been made between the state library and the Division of Youth; services within juvenile institutions

are poor and collections minimal.

Illinois

The Illinois program was modeled after the program in operation in Washington State. A number of differences between the states, however, have presented problems:

1. The pattern of community based services was well established in Washington institutions at the time that library services were introduced. In Illinois, libraries are pioneering the extension of community-based services into Illinois correctional institutions.

2. Total correctional philosophy and practice are more liberal in Washington; such features as comparatively open institutions, volunteer programs and inmate-directed activities which are accepted in maximum security institutions in Washington would not be considered feasible in Illinois.

3. Physical facilities are more modern in Washington. They are less security oriented and have appropriate space for libraries. Institutional architecture in Illinois is older, and relects a period when security was the primary objective. Very few Illinois facilities have adequate library space and must depend upon courier services to cell block areas.

4 In contrast to Washington, the Illinois Department of Corrections has a strong internal structure and a tradition of self containment.

5. When services were initiated in Washington, old collections were weeded out and State Library materials were immediately supplied to replace discarded materials. Illinois also weeded out the old, but took the slower course of purchasing new materials for each institution. Much of the processing has been done at the institutional level resulting in further delay. The Illinois Department of Corrections was unable to furnish the amount of funding originally planned for new materials; thus, many newly assigned librarians initiated service operating branches with nearly empty shelves.

In spite of these difficulties, administrators and librarians were pleased with the new program. It was believed that a real breakthrough had been made and that problems would be solved. All staff persons interviewed in Illinois were asked what they had learned from their experience which could be shared with others, and what would be done differently if they were to start over. Some of the ideas that emerged were as follows:

1. More people should have been involved in initial planning, especially at local level.

2. A first step should have been a demonstration program at one institution.

3. More orientation should have been given for everyone involved. Workshops should have been held for institutional and systems library administrators with resource people from other states, where similar programs were in operation. Systems administrators should have been

given orientation to the particular institution which was to be served. Library staff should have taken the same two-week course of orientation required of correctional officers.

4. Collections should have been assembled and funding should have been guaranteed in advance of opening.

5. Correctional administrators should have been able to participate in the selection of institutional library personnel.

6. The nature of the agreement should have been more carefully defined: is it an expanding cooperative effort to provide total library service or a contract for inmate general library services only? Should public library service be adapted for school library needs or will these services be provided by another agency?

7. Job descriptions for each library position with clearly defined duties, responsibilities, and authority should have been approved by both library and correctional administrators.

Montana

The scattered and isolated locations of institutions and communities in Montana create special problems of library service. The Montana State Library has taken a strong role in planning and in implementing services. Service patterns vary at each institution and attempt to make best use of the available resources.

Montana State Library operates a branch within the State Prison at Deer Lodge. It is directed toward serving both inmates and staff. The branch is staffed by a professional librarian who is employed by the State Library. He spends one day each week at the State Library headquarters, a practice which is invaluable in maintaining the level of service at the institution. In order to make the library available during school hours, evenings, and weekends, the librarian maintains a difficult schedule of broken working hours. The library is located in a small room adjacent to the housing area and is accessable to all inmates who are not in segregation. The librarian carries books to segregated areas each week.

One juvenile institution is served by a bookmobile from a nearby community library. The bookmobile arrives every two weeks during Saturday recreation hours. Stops are made at each resident cottage and boys are brought to the bookmobile by their cottage parents. Paperback collections of supplementary materials are provided in each cottage. Films are loaned regularly through the Montana Cooperative Film Service.

The library at Mountain View School for Girls is staffed by a professional librarian employed by the Department of Corrections. While this library is administered by the Department, close ties exist with the State Library. The librarian at Mountain View also visits one day each week at the State Library and supplements her collections with State Library materials, thus allowing a continual turnover of new materials within the relatively small space of the institutional library.

The Swan River Youth Camp is too distant from the nearest library

to make bookmobile service practical. The nearest community library maintains a small collection at the camp, which is exchanged several times during the year. Each week the Camp brings staff and residents to the community library to make selections for themselves and others not able to make the trip. Materials, including films, requested by mail are mailed to the camp. In addition, stripped magazines, comic books, and left-over Sunday papers (the gift of a local news agency), are mailed to the camp by the community librarian.

All of these programs are under written by LSCA funds and supervised by the State Library Institutional Consultant.

Washington

In Washington, a variety of outside agencies extend library service into institutions to meet the varied library needs of inmates and staff. An autonomous Department of Corrections does not exist; Correctional Services is a member agency of the Department of Social and Health Services, Service Delivery Division. Most institutional programs, including education, vocational rehabilitation, legal assistance, job placement, and library service are provided by outside agencies. The major function of Corrections Services is to provide housing and security for inmates, to coordinate the variety of programs in operation, and to supply those programs not provided by community based agencies.

Public libraries in the state are organized into regional library systems which serve institutionalized citizens as well as those living at home. School departments do not suspend responsibility to educate children while they are confined, but operate schools within each juvenile institution.

The scope of the library program in Washington is extremely broad and includes the following provisions and characteristics.

1. A three-way contract for service is established with the state library, public library systems, and the Department of Social and Health Services.
2. Each library system has developed specialized services for all institutionalized persons within their geographic area. In large systems, a special branch to serve correctional institutions is established. These services are to persons in state, county, and municipal correctional institutions and detention facilities.
3. Branch libraries are established in all state institutions and in the larger county institutions.
4. In some systems, computer-printed book catalogs facilitate the sharing of information and materials.
5. The quality of institutional library service varies according to the quality of service available within the community.
6. Centralized selection, purchasing and processing at systems headquarters allow the institutional librarian little control over collection development.
7. In most cases, specialized services to staff are provided by the State Library.

8. The State Attorney General's Office operates law libraries in adult institutions and provides an attorney to assist inmates with legal needs.

9. School library materials provided under ESEA have been incorporated into the collections from public library systems. In one institution, the institutional library was a branch of local community college library.

10. All state institutions, with the exception of the state prison at Walla Walla, were planned to include appropriate space for library facilities. Library space was added at the Walla Walla prison.

11. All main line populations have access to a central library, except at reception and diagnostic centers where conditions of confinement are more restrictive. Here, book cart and courier services operate from central locations, but are carried out by staff members who provide reference and reader guidance services.

Washington pioneered community based library services to correctional institutions. This concept of service has come to be known as the "Washington Plan". Other aspects of the Washington program have been discussed in section C and in this section on pages 53.54.

West Virginia

West Virginia represented a highly centralized relationship between State Library and institutional library services. Institutional libraries did not exist until the passage of LSCA made federal funds available. The State Legislature allocated matching funds on a 2-to-1 basis and channeled them into the State Library. The role of the Department of Corrections has been a passive one in which they are required only to provide suitable space. Furnishings, materials, staff and administration are supplied through the State Library. The library at Moundsville is supervised by an inmate librarian; at Huttonsville a professional librarian is employed. Materials selection, purchasing and processing are done centrally by the State Library. The librarian contributes to the selection process, but does not have total responsibility for collection development. Materials rotate freely between institutions and the State Library. The program is oriented toward the provision of inmate services; few efforts are made to develop specialized services for staff, although, requests from staff for materials are honored through purchase or interlibrary loan. The role of the State Library Institutional Consultant is especially strong. Many problems arising at institutional level are referred to the consultant who confers with correctional administrators at institutional or central office level to seek their resolution.

Receptivity to the program varies at each institution. Service was temporarily discontinued to one juvenile institution where library materials and equipment were appropriate for other departments within the institution. In this case, furniture had been moved to administrative offices, tape recorders had been restricted to the exclusive use of counselors, and periodicals had been routed to staff members. Although a staff member was assigned to part time duty in the library, competing

responsibilities limited his effectiveness. Until library supervision could be provided, State Library efforts were seen as wasted.

Several characteristics of the West Virginia Institutional library program were outstanding. A system of staff development is used in which competent para-professionals are given a one-year leave of absence. school and living expenses while earning their Master's Degree in Library Science (MLS). To date, only free personnel have participated in the scholarship programs, but the selection of a qualified inmate library clerk following release is not seen as an impossibility. The number of newspaper subscriptions found was much greater than in other states. There was great emphasis placed upon providing home town newspapers for inmates. Every fair sized community newspaper in West Virginia was represented, several from small out-of-state communities, and major newspapers from New York, Chicago and Washington, D.C. These were greatly appreciated by both adults and juveniles.

Public relations efforts directed toward keeping legislators and the general public aware of institutional library programs and library needs were greater than in other states visited. This was not unique to the institutional service, but was characteristic of the entire West Virginia State Library Program which enjoyed an unusual degree of interest and support from the State Legislature and from the public.

E. PROBLEMS OF ACCESS

Institutional administrators, librarians and inmates were asked if library hours were adequate and if every one had access to library material. There was greater disparity in the perception of administrators and others on this point than on any other. Access to the library and to materials was consistently cited by librarians and inmates as a major problem; administrators generally believed that adequate access was provided to all.

Factors which limit access are as follows:

1. Hours Open

The library schedule was frequently arranged for the convenience of staff, and not to meet the needs of the inmate population. Many libraries were open during the working day, and scheduled few evening hours. Work assignments prevented many from using the library. Day time hours imposed a particular hardship for students on study release programs. A 1972 unpublished report of a study done by the California Department of Corrections stated that unless an inmate was unassigned, he had a difficult time using the library. The report recommended that a correctional officer should be added to the library staff and hours extended from 8:00 A.M. to 9:45 P.M., seven days per week. This was done and on a state wide basis, and California institutions maintained the most extensive library hours seen. In most states week-end access to the library was rare and greatly appreciated where available. However,

during summer weekends, when outdoor sport events are scheduled, many persons agreed that library use would be minimal; that only those inmates preparing cases to meet court dates would use the library.

At Raiford, Florida, it was determined that the time slot with the fewest competing activities was between 6:00 A.M. reveille and 8:00 A.M. work call. The library was opened during those hours on a trial basis and was heavily used. The 6:00 A.M. opening time has now been permanently established.

2. Location

Libraries, especially in juvenile institutions, were frequently located in separate educational buildings or wings which were closed at the end of the class day. This location, not uncommon in adult institutions, effectively denied access to large numbers of inmates who were not in educational programs, and denied weekend and evening access to all. Those libraries providing most service were accessible from both housing and classroom areas.

3. Staffing

Frequently the library was seen as the domain of the person in charge. Unless an assistant could be assigned, open hours could not be extended beyond a 40 hour week. The most successful libraries had skilled inmate crews which were capable of operating the library so that any available staff member could provide supervision. At Raiford, the library is open 80 hours a week although there is only a single librarian. Inmate crews operate the library in two shifts. During evening hours, an officer is assigned to library duty. During the week-end, a staff member who serves as a notary public receives his clients in the library and provides the required staff supervision.

4. Security Measures

Internal security measures were often found to be more restricting in medium and minimum security institutions than in maximum security institutions. As security barriers at the outside perimeter of the institution, decreased, access to the library more frequently required passes and formal requests for permission. In medium security institutions, especially in juvenile institutions, little individual access is allowed. Inmates go to the library in groups accompanied by a correctional officer or teacher. Periods are often scheduled for an hour, but difficulties in organizing movement of the group shortened periods in some instances to as little as 20 minutes of actual library time. In juvenile institutions, wards were frequently required to accompany their group to the library whether or not they wished to go. Their disruptive behavior often disturbed others. Although security measures are not intended to be a barrier to the library, the staff time required to carry them out severely limits library use. The need for security practices should be scrutinized and weighed against program objectives.

When the Los Guilicos program began, wards were required to have

an officer escort from living areas to the library. Students in junior college classes experienced difficulty in gaining sufficient library time. A plan was worked out where telephone notice between dormitories and library was given as the wards came and left. This procedure proved to be entirely satisfactory and greatly expanded access and use.

At some juvenile institutions this constant surveillance is carried to the point that no ward could leave a supervized group to pursue a solitary activity. Staff shortages did not permit the group to be divided into quiet and active sub-groups. The ward who wished to read could do so only during study periods or by learning to ignore the noise and activity of his group.

At an institution for older boys, a security officer searched wards entering and leaving the library. Rather than submit to this procedure, the boys avoided library use. The officer was convinced that the library had been used for the exchange of contraband and that elimination of that opportunity was the cause of reduced attendance.

5. Segregated Areas

The most difficult access problems lie where the need for reading material is most urgent. Inmates stated repeatedly that reading materials were desperately needed in isolation cells. It was claimed more than once that reading while in isolation could "save one's sanity." But, in even the best library programs seen, service to segregated prisoners was described as poor by both inmates and librarians. One inmate who had spent many months in isolation stated.

"It's a shame to have to sneak things in to be able to read. It takes your mind off your grief and tension. The guys back there are dying to read. It's really where you can get your mind right -- in books. Its so important, you would just have far less trouble if you could flood the place with magazines and books."

In theory, nearly all institutions provide courier service to these areas; in practice, courier service is difficult to carry out. It is a time consuming task which staff time can scarcely accommodate. Many security personnel believe that inmate passage from one security area to another would invite traffic in contraband; use of inmate library couriers to isolation areas is, therefore, rarely allowed. Staff time merely for screening materials creates bottlenecks and barriers to service within the security area. At Florida State Prison at Starke, the librarian has made a practice of touring the isolation wing himself. In order to do so, he must close the library serving the main line population while he is on tour; however, he feels that the extreme need justifies this practice.

A Federal District Court decision [Taylor v. Perini, Civil No. 69-275 (N.D. Ohio. June 5, 1972)] required that all persons in disciplinary isolation be provided with all required books for educational classes in which the inmate is enrolled, at least one book of his

personal choice, and adequate light for reading. Even though few administrators accepted the deprivation of reading materials as an appropriate aspect of disciplinary isolation, few institutions met the standard of service set by the Taylor v. Perini decision. This lack appeared to stem less from an applied principal than from the difficulties of providing service, for access to library materials was seldom reported to be better for those in administrative segregation where inmates are placed for their own protection than for those in disciplinary isolation.

These same problems of service exist in older institutions which require a delivery service to housing areas. In providing service to main line populations, the library courier is not required to enter and leave restricted areas, and the concern of security officers that contraband will be carried in or out with library materials is reduced. For this reason, library couriers in these situations are most often inmate clerks. Main line populations are not confined to their cells during work hours and the courier can rarely deliver library materials directly to the person requesting them. Materials may be left between the bars of empty cells or in a deposit box for later delivery by a corrections officer.

Materials frequently disappear before the requesting inmate receives them or during the reversed procedure for their return to the library. Where this kind of service is used, the book loss rate is high, and the frustrations for the reader are many. A closed deposit box in the cell area would reduce the book loss rate, but few institutions reported using them. A preferred solution would be to use a paraprofessional who could make direct deliveries during evening hours when the housing areas are occupied. Such a person could also provide reference and reader guidance services. An important advantage of the service-by-mail, which is appreciated by inmates at Attica, is materials are delivered directly to the person to whom they are addressed.

F. ACCESS TO LEGAL REFERENCE MATERIALS

The provision of legal reference materials is discussed in detail in Vol. II of this report. Prior to 1941 few inmates who could not afford an attorney had little hope for access to the courts. Written appeals to the court could be censored and turned back by prison authorities if they were not believed to be in proper form or if they challenged the prison operation. A prisoner at Michigan State Prison succeeded in smuggling out a communication to the court protesting this practice. The court accepted the note as a proper writ and ruled that all confined persons have a right of access to the court; that the court, not prison administrators, should determine which documents were in acceptable form. In following years, accumulations of law books have proliferated in prisons as inmates attempt to acquire the legal skill necessary to challenge convictions or conditions of confinement. Until 1971, law books were purchased by inmates; the institutions were not obliged to provide legal reference materials, but there were restrictions upon denying inmates access to books at hand. As the pressure on over-crowded library facilities

increased, administrators in the California Department of Correction attempted to solve the growing problem by limiting activity, rather than by expanding library resources. A restrictive list of basic legal materials was developed. These books were to be placed in all of California's adult correctional institutions; all other legal books were to be discarded. In many institutions the directive increased the number of current works available, but at Folsom and San Quentin, it led to the destruction of hundreds of volumes. Inmates filed a class action suit in Federal District court protesting the action of the Department. The court ruled in favor of the inmates and defined an inmate's right of access to legal reference materials as an extension of his right of access to the court. [Gilmore v. Lynch, 319 F. upp. 105 (N.D. Cal. 1970)]. The Department was directed to submit a plan to the court for providing an adequate range of legal reference materials or adequate legal counsel to all inmates in California's state correctional institutions. The California Department of Corrections appealed the decision to the Federal Supreme Court, which upheld the lower court's decision and thereby extended the mandate to provide prisoners with adequate legal counsel or adequate access to legal reference materials to every state in the nation. [Younger v. Gilmore, 404 U.S. 15 (1971)]. The court, however, did not define "adequate" as applied to legal counsel or to access to legal reference materials. Each state has been left to make this determination individually.

In all states visited, the mandate established by Younger v. Gilmore was a matter of primary concern to administrators, librarians and inmates. Efforts were underway to organize legal aid programs and to improve legal collections; however, inmates were frustrated and dissatisfied that two years after the mandate had been established, little had been accomplished.

The judicial process which led to the mandate left much uncertainty as to the requirements. Only among administrators of the California Department of Corrections, which has a court approved plan in operation, was there significant certainty. In California, unresolved questions centered on the librarian's responsibility and legal position in assisting inmates in the use of materials, and the provision of copy machines.

In May 1972 ACA, in cooperation with the Institute of Library Research, sponsored a seminar to seek solutions to the problems facing librarians and correctional administrators. The seminar, funded by the U.S. Office of Education, Bureau of Libraries and Learning Resources, brought together librarians, law librarians, attorneys and correctional administrators to explore possible solutions and develop guidelines. The American Association of Law Libraries developed basic and expanded lists of legal reference materials which were incorporated into the ACA's Guidelines For the Provision of Legal Reference Materials for Offenders: A Tool for Correctional Administrators.[16] The guidelines were developed from seminar deliberations, and their recommendations are now widely accepted as a guide to materials selection; however, in many states, other questions concerning legal reference materials were raised during the course of this study. In states where there are large numbers of small institutions, must a collection be placed in each? If so, how can funding

be secured? Can cooperative systems using photocopied materials or microforms be used instead of duplicate on-site collections of traditional print materials?

Librarians are concerned that existing materials would not fill the information needs of uneducated inmates or those who do not read or speak English. How much assistance should be given to the inmate, and are librarians, untrained in law, qualified or legally permitted to give assistance?

Two years after the Gilmore decision many of these questions remain unanswered. Among interviewees -- or interview subjects -- a consensus had emerged, however, on several points:

1. The provision of existing legal reference materials does not meet the information needs of uneducated persons, or provide them with equal access to the courts.
2. Efforts should be made to provide both legal counsel and materials.
3. The emerging rights of confined persons is a continuing trend which reflects a similar concern with individual rights in the outside community. When the court mandate to provide equal access to the courts has been fulfilled, a plateau will not have been reached in the expansion of inmate rights, for an effective tool will have been provided for accelerating the process of expansion.

The provision of these legal tools to highly motivated "jail house lawyers" may also achieve in the courts goals which correctional administrators have sought through legislation; i.e., the decriminalization of victimless and political crimes, equity in sentencing, uniform criteria for parole eligibility and parole revocation, and the accreditation of correctional institutions.

G. STAFFING

1. Overview

ACA standards for staffing require one professional librarian and clerk for each institution of 1,000 inmates. An additional assistant librarian is recommended for every 500 inmates. These standards were written in 1966 and do not take into consideration the expanded training and professional capabilities of today's professional librarian who holds a Master's Degree in Library Science (MLS). The present standards do not stress the need for library administration; by emphasizing a librarian for every library, they have fostered a concept that the librarian's professional domain lies within the four walls of the library proper. ACA standards, combined with budgetary limitations, have led to a quest for numbers of librarians, rather than seeking the necessary degree of professional skill and competency.

The need is for a competent librarian at each large institution,

or, several small institutions, who has authority to develop and expand library programs, and who has sufficient para-professionals and clerical help to carry out these plans. Para-professionals should possess personal qualifications needed to relate well to the institutional staff and inmate clientele, and should have the willingness and capability to acquire increased skill and responsibility. The librarian should provide supervision and training for para-professionals which will allow them to advance in salary and grade. Those with demonstrated and exceptional talents should be given the opportunity for professional training as librarians.

A report of the California Library Association Blue Ribbon Committee on library service in California State Correctional Institutions has made a recommendation to release the professional librarian from present narrow concepts of service, to give him broader responsibility, fuller participation in institutional planning, and increased capabilities to develop library programs.[17] Institutional administrators in many states cannot compete for qualified library personnel; frequently institutions are in isolated areas; salaries offered are not competitive with outside positions, and do not attract librarians with the necessary competency.

If professional librarians were hired to administer library programs rather than to staff libraries, fewer librarans would be needed. A larger number of para-professionals could then be hired to implement programs and to expand library access to evening hours and weekends. A trend in this direction was observed in both Washington and Illinois where professional librarians supervised programs in more than one institution. In each case, the librarian had para-professional staff to assist in carrying out the library program.

In most states, a librarian taking a position in an institutional library finds himself with no career ladder and with insufficient staff to exercise his full professional potential. It is to the credit of those librarians serving in correctional institutions that they have remained in such difficult service. Although the professional rewards are not commensurate with the demands of the work, the satisfaction of giving service where the needs are acute has kept many librarians in institutional library work.

Administrators in several states cited the difficulties of independently recruiting quality personnel as a principal argument for contracting for outside library services. The highest levels of staffing, both in terms of quality and numbers, were observed at institutions which contracted for outside library services. Supervisors of outside library systems often saw institutional services as an opportunity to train promising staff members for future administrative positions. An institution is, in essence, a small community; within this community the institutional librarian functions as a supervisor of a small city library system who must provide public and school library services, special library services to staff and supervise a law library; recruit and train staff, and develop working relationships with the school department, police department, and maintenance staff. The institutional

librarian must develop political, budgetary and public relations skills and must be adept in manuevering through bureaucratic red tape. However, contractual services were not a guarantee of securing appropriate personnel. A librarian who is successful in an outside library may not be proper for institutional service. The unnatural environment of a correctional institution requires an unusual combination of professional skill, energy, compassion and mature judgement. Administrators saw a need to participate in the selection of librarians assigned to the institution and believed that outside library administrators had little concept of the personal qualities needed. This emphasis on personal qualifications combined with recruiting difficulties has led to the development in Florida and West Virginia of a subsidized educational program for library staff development. Some of the best library programs in Florida have been created by non-professional librarians. The librarian who developed the outstanding library at Raiford, Florida is a teacher-librarian. Under the Florida program, non-professionals are eligible to participate in a state library professional training grant program and may earn their MLS while in service with the Department.

The required full-year of graduate school may be spread over a three year period of study and intermittant service. Grant funds cover tuition, school and living expenses. The grantee agrees to return after earning the MLS to give at least 2 years of professional service to his institution. A former inmate, hired following his release to serve as a library paraprofessional, was a recent recipient of the library training grant.

2. The Use of Women Librarians

The pool of available librarians from which the institution can draw is limited by the widespread belief by many correctional staff that women librarians cannot be used in adult male correctional institutions. The alleged reason is not only physical danger to the women, but increased danger to security staff who would be needed for her protection. One cannot deny the danger of the situation, but women have worked with dangerous mental patients for over 150 years. It is also doubtful that the danger is greater for a woman than for a man, nor is the danger greater than that faced by male and female librarians leaving an inner city library after a 10:00 P.M. closing time.

In those institutions where women have been employed they contribute a normalizing influence to the institutional environment and function as successfully as men, depending upon their personal and professional qualifications. In a large state prison where a woman is employed as librarian, administrators and staff were asked for their reaction. "She is as good a librarian as we could find any place, and I have a feeling, she is better than most. She is dedicated to her position and is not just a person who comes in to get her pay check and walks off." The question, "Have any of the difficulties materialized in having a woman librarian that are so often anticipated?" received the reply: "No, infact, it's turned the other way. The men behave better, cuss less, look better than they would if there were a man. They don't

have to compete with her. I think there is a real need for women in an institution."

3. Education of Institutional Librarians

Opinion was divided among librarians and administrators concerning a need for specialized training in library school for correctional librarians. Some felt there was no need; others felt that the field was too narrow to justify a specialized course of studies. Some believed that an elective class in institutional library service was more appropriate. There was agreement that more opportunities for continuing education are acutely needed. Institutional librarians are frequently cut off from participation in workshops and conferences available to their colleagues in public library service. Few departments budgeted travel or per dium expenses for these activities. Institutional librarians expressed a need to participate in conferences with each other, with the outside library profession, and with correctional personnel from other professional fields.

4. Use of Inmate Clerks

Few correctional libraries operate without the use of inmate clerks. In larger institutions, inmate clerks have developed a high degree of skill and competency. If library operation is to be consistent with institutional goals, this position of library clerk should be developed as a job training position. Because the legal profession is making increased use of para-professional clerks in specialized areas; inmate law library clerks especially can be prepared for job opportunities.

In the most successful library programs, inmate library clerks were highly motivated, carried many responsibilities, and participated in all aspects of planning, decision making and problem solving. There were no programs seen, however, where the position of inmate library clerk was viewed as a vocational training opportunity. Despite the large number of junior college courses offered in many correctional institutions, none had been developed in library technology. This is especially unfortunate, because library hours in most institutions coincided with class room schedules and the conflict effectively barred library clerks from other educational opportunities. The Florida staff development program demonstrates the value of the inmate clerks position as a potential manpower resource for institutional library personnel. It also demonstrates the practicality of providing those with exceptional interest and aptitude with the opportunity to progress toward full professional training. In short term institutions, where it is not possible to develop the position as a vocational training program for inmate library clerks, every effort should be made to provide sufficient free personnel to carry out the library program.

In Arizona, a training experience for staff members and inmate library clerks was undertaken recently with great success. Staff and clerks from several institutions were assembled at the State Prison at Florence for a State Library-sponsored workshop on cataloging.

Participants benefited by the informal exchange of ideas and information, as well as from the presentation by experts from the cataloguing department of the State Library. A second workshop has been scheduled for the near future.

A problem noted by inmates in that session was the need for a handbook of library operations suitable for the use of inmate library clerks. The development of such a tool could be a project for a library school or the ACA Library Committee. This handbook would be useful to the growing number of volunteers serving in libraries in correctional institutions.

In some states the use of volunteer community participants in library-sponsored discussion groups has stimulated public interest and support for the institution. The level of community support for the newly discharged inmate was believed to have increased, also as a result of volunteer participation. In Washington, outside volunteers working under the supervision of trained staff have made possible increase in the number of open library hours at the Purdy Institute for Women.

An administrator in Connecticut who had no staff available for library service and who had experienced community resistance to the addition of male juveniles to a school formerly for girls, expressed a belief that community involvement through volunteer service to the library would reduce community fears and would be of great benefit to the wards. The use of volunteers should be limited, however, to activities that enrich an existing program, and not as a substitute for paid staff. The United Hospital Fund of New York has developed guidelines for the use of volunteers which are applicable to a wide variety of institutions and which would be useful to any librarian or administor considering this step.[18]

H. ADMINISTRATIVE SUPPORT TO LIBRARIES

Institutional library development in most states has resulted from the efforts of a few key people whose personal energy and dedication have created programs which won increasing support as the programs evolved. Smaller states have been able to use LSCA funds to create fully-developed programs which demonstate their worth immediately.

1. Connecticut as a Model

In Connecticut, the program is being built step-by-step upon sound administrative procedures which assure a steady rate of growth and which stabilize gains made in spite of changes in personnel or in administration. Development is uniform throughout the state; yet there is flexibility to accommodate local conditions. Strong emphasis within the State Library has been placed upon developing institutional services. The work load assigned in many larger states to one institutional consultant is divided among three supervisors: one for services to mental health institutions, one for hospitals, and one for adult correctional

institutions. Library services are carried out under the terms of clearly defined written agreements between the library and participating agencies.

An early task was the development of Standards of Library Service for Connecticut Correctional Institutions. Since the program began at ground zero, it was felt that ACA standards were too remote to exert immediate pressure. A second document developed was a Statement of Selection Policies, which was agreed upon by the Department of Corrections and the state library. The statement included not only the usual idealistic generalities, but also a clear articulation of censorship criteria, procedures and authority. This statement proved its worth in a later court case, [Manson v. Seale, 320 F. Supp. 1375 (D.C. Conn. 1971)] in which the Department was challenged on its failure to provide particular reading material.

Vigorous public relations efforts are carried out by the state library to keep legislators, community and university libraries, and the general public informed of institutional library needs and the progress made in meeting them.

An administrative structure has been developed which provides excellent lines of communication, a maximum degree of local control, and, most important, involves the clientele in planning and problem solving. Within each institution a library advisory committee has been established which is composed of an inmate librarian, three staff members (including the Director of Education), and an inmate representative of the general institutional population. A Handbook of Administrative Procedures has been developed for the use of this committee which meets regularly and is responsible for all library activities within the institution.

A Supervisor of Correctional Libraries is jointly employed by the Department of Corrections and the Connecticut State Library and serves as a staff member of both agencies. A Handbook of Administrative Procedures has also been developed for the Supervisor's position. One of his functions is to serve as liaison among institutional library committees, central offices, and a top level advisory panel on institutional library services which includes representation from various participating agencies and executive and legislative branches of state government.

Simplified forms have been developed for field work reports on visits to institutions made by the Supervisor, and for annual reports of institutional programs which are submitted by the committee. In addition to quantitative descriptions, these reports include a statement of objectives for the coming year, and evaluation of the past year's program in terms of meeting objectives and an analysis of encountered problems.

In addition to the committee's report, each institutional library is rated against Connecticut's Standards of Service by a site-visit team. Data from these sources are compiled into an annual state report on institutional library service which is given wide circulation to state agencies, legislators and other libraries. These procedures are pointed

toward an acreditation program for institutional libraries which will be initiated at some time in the future.

The program in Connecticut has not yet reached maturity. It is understaffed and underfunded; the library at the state prison at Somers is the only one staffed by a professional librarian; but within this structure of administrative support the Connecticut program has achieved remarkable accomplishments. Cooperation and respect has been established between the participating agencies, censorship policies are non-restrictive, the range and depth of collections are unusually good, the quality of staff service is much higher than in most other states, and the degree of informal cooperation from outside libraries is unusually high. Programs in many other states would be considerably strengthened if they were to adopt many of the procedures followed in Connecticut.

2. Practices in Other States

Procedures observed in other states which offered much to emulate, included the simplified system of reporting that has been developed for institutional services in New York. Florida is in the process of developing a handbook for institutional library operation which will be invaluable for inmate library clerks. It will also unify procedures and make possible a move toward more economical and efficient centralized purchasing and processing. Comprehensive long range library planning is also being done in Florida. Each institutional library is developing a six year plan outlining long and short term objectives. These plans will be coordinated by the Central Library Committee and incorporated into a master plan for the Florida Department of Corrections.

3. Accountability

Correctional agencies often experience more difficulties in the implementation of policies than do many other types of organization. Interviewed personnel frequently expressed a sense of frustration and ineffectiveness. In few of the agencies visited, was an attitude of professional accountability expressed or observed. A force which tends to stimulate improved services, i.e., an evaluation of performance and favorable or unfavorable reaction from the clientele, does not apply in correctional agencies. Departments of corrections are public service agencies which provide services to both the general public and to the inmate population. Generally, the public clientele is indifferent to the services. During periods when the public is interested, it is most often cut off from the possibility of viewing or evaluating survice. The inmate clientele is captive and without voice or influence.

Few correctional agencies have developed management techniques capable of evoking the responsiveness and accountability to administrative authority that is needed to effect change. The immunity from public pressure that directors of correctional agencies enjoy has evolved from a need for heightened authority in a hazardous profession. The hazards exist, however, at all levels of authority and have often cloaked entire departments with an immunity to review and evaluation of performance

that is found in few other organizations.

In many correctional agencies, civil service procedures have been weighted to protect job holders, rather than to safe guard the quality of job performance. Few commercial organizations or public libraries would tolerate the low level of performance of library staff that was observed in several institutions. No organization employing unit-cost concepts would tolerate the idle equipment that was observed; in one institution, three of four movie projectors had waited months for authorization for repairs. Few organizations would tolerate the diversion of designated funds to unauthorized use or the unexplained loss of material and equipment that was reported. Few organizations would tolerate without investigation the rumors of mismanagement that were heard.

Where management techniques within a correctional agency have not developed the degree of responsiveness and accountability to administrative authority that is needed, extraordinary techniques should be considered. Plans for library or other program development should incorporate quantitative targets, a time table for meeting them, and, where the need is indicated, sanctions to ensure accountability.

An acreditation program is a more familiar means of providing leverage for the improvement of services provided by public agencies. At its best, an accreditation program provides an administrator with a means of acquiring more substantial support from legislative budget committees and increases a correctional agency's accountability to the public; at least, an acreditation program provides targets which can be incorporated into program planning. The revision of the ACA Manual of Correctional Standards is a step toward a proposed national acreditation program for correctional institutions.

I. CENSORSHIP

In most institutions many factors besides formal censorship limited the range and appeal of collections. Lack of funds, lack of expertise concerning sources of materials, the absence of workable systems to control materials, and an insensitivity to the needs and interests of the clientele were primary causes for the limited and inappropriate collections seen. Few states had a formalized procedure for censorship review and an authoritative body for making censorship decisions. In Connecticut, New York, and Florida, where this had been done, censoring activity was contained and visible; its effects could be identified. The impact that informal censorship practices have had on the development of library collections cannot be measured easily; yet informal rather than formal censorship is most widely practiced.

There is great reluctance by those involved in corrections to acknowledge the practice of censoring, although few persons (inmates included) denied that some censorship was necessary. Frequently, administrators stated that there were few limitations, that only "the very worst materials" were restricted and that this was more a matter of common sense then censorship. Yet in many institutions, any staff

member, stenographer or inmate clerk was free to exercise individual judgement as to what constituted "the very worst." These decisions, based on nothing more than gut feelings, added up to the imposition of a wide variety of inconsistent and fluctuating taboos. Informal, unacknowledged censorship resulted in more restrictive practices than any formal procedures that were found.

Few departments had developed clearly defined policy statements on censorship. Where these had been developed, as in Florida, Connecticut, and the Federal Bureau of Prisons, there was an unevenness in actual practice from one institution to another; however, in general, a more relaxed attitude toward bizarre or controversial materials prevailed.

It was found that much of the anxiety over questionable materials resulted not from fear of its effect upon the inmate population, but fear of criticism from a higher authority or from outside the institution. One warden reported that he had banned an issue of Penal Digest International which discussed techniques for peaceful work stoppages, not because he expected inmates to be moved to strike, but because his force of correctional officers threatened to do so if he allowed the paper into the institution. Where censoring authority had not been formally established, each staff member felt responsible for censorship decisions and, therefore, vulnerable to criticism. Where criteria were not clearly defined, decisions were often based on such superficialities as a title or cover picture.

In the past, censorship concerns focused less on library operations than on the personal purchase of books by inmates. The librarian generally sought uplifting material that would contribute to the inmate's return to "normalcy." Frequently funds were so limited that there was no opportunity to purchase off-beat materials. But, as libraries strive to reflect the growing maturity of penal philosophy, and as librarians gain funds to respond to the expressed interests and concerns of the inmate clientele, the library collection becomes more and more controversial. To the degree that institutional personnel are drawn from conservative, rural communities, and inmates are from inner city slums, the collection may be questionable in the eyes of staff.

Inmate interests are wide and varied, but, as with other groups, their interests lean strongly toward things which touch upon their lives most immediately, prison life itself, other prisons and prisoners, prison riots and prison reform, social problems and irate denunciations of these conditions. Their politics are often radical and angry and they want reading materials that will help them articulate their anger. They want to read about crime, drugs, and homosexuality. They want pornography and underground newspapers. They want to know about law and how they can use it to gain a greater measure of self-determination.

A few years ago anyone of these topics would have been forbidden in printed form, even though they occupied a large part of the inmate conversations taking place. Efforts to control the exchange of ideas

have seldom made much sense. At best, they were the acting out of a simplistic wish that "niceness" could be regulated. Fifty years ago, a common assumption was that the presentation of an idea would immediately stimulate related activity. Today many psychologists have challenged that assumption and have come to believe that a free discussion of ideas has a defusing effect, that reading and talking about unacceptable acts provides vicarious substitute for the behavior itself.[19]

In earlier times the control of ideas was also easier to accomplish. Sentences served were longer and institutions were isolated. Today such control is impossible, and the attempt does not justify the staff time and effort required. In the 1960's a California institution carefully deleted news of the Watts riots from daily newspapers until it was realized that the same coverage come in by way of T.V. each evening.

Court decisions have forced us to re-examine censorship practices. In California in 1970 an inmate serving time on drug charges was denied two documents -- one, on the use of Peyote in American Indian religous ceremonies, the other, on the legalization of marijuana. It was felt that these materials would be detrimental to his rehabilitation. During the previous year, section 2600 of the Calfiornia Penal Code had been revized by the legislature to include a paragraph which established an inmate's right to purchase, receive, or read all published materials accepted for mailing by the U.S. Post Office. Exceptions were made for materials on locksmithing, gambling, obcenity, and those which would incite activities threatening the security of the institution. The inmate brought suit against the Department of Corrections for violating rights guaranteed in this section of the code. The courts discussions of this issue has been widely quoted:

> The judgement of the Legislature; would seem to be that free access to all printed materials which are accepted for distribution by the United States Post Office; excepting those which are obscene or which tend to incite activities posing a threat to prison discipline ... is more in accord with legitimate prison objectives than limited access according to the views of particular prison authorities on the rehabilitative effect of such materials ... even persons who have committed anti-social acts warranting their imprisonment may derive greater rehabilitative benefits from the relatively free access to the thoughts of all mankind as reflected in the published word than they would derive from a strictly controlled intellectual diet. [In re Harrell, 2 Cal. 3d 675 (1970)]

A later court decision has defined materials which would constitute a threat to the security of the institution as "those materials providing instruction in picking locks, designing tunnels or making weapons." [Taylor v. Perini, Civil No. (16-275 (N.D. Ohio, June 5, 1972)]. A decision from a Pennsylvania district court cautions against prison administrators applying too broad an interpretation of the "security risk" concept and states that speculation alone that literature would ignite racial or religious riots is not sufficient; prison officials must prove that the literature creates a clear and present danger to prison security

or discipline [Long v. Parker, 390 F. 2d 816 (C.A. Pa. 1968)].

In New York a formal censorship procedure was established following the Sostre v. McGinnis decision. [442 F. 2d 178 (C.A. N.Y. 1970)] Martin Sostre is a political activist who, five years after his imprisonment, continues to be a controversial figure. He was alledged to be the organizer of a riot in Buffalo, New York in 1967; he was arrested on drug charges following the riot and subsequently sentenced to 40 years in prison.[20] Because he continues to be a political activist while in prison, he has spent much of his time in segregation. He has become a skillful "jail house lawyer" and many of his challenges to authority have centered on questions of censorship. A newspaper to which he had subscribed was withheld from him because it was deemed to be politically subversive. On another occasion a scrap book of newspaper clippings presenting radical political ideoliogies and a note book of his own political writings were confiscated; he was punished for their possession by spending more than a year in solitary confinement. He was also disciplined for translating prisoners' letters and for loaning law books to other prisoners without having first received permission to do so. He filed a personal injury suit for violation of his constitutional rights and sued the warden of the prison for damages.

The Federal District Court upheld his claim and awarded him $29 a day in real damages and $11 a day in punitive damages for the year that he was held in solitary confinement. Through a series of appeals the decision was modified. The Department of Corrections was held to be justified in punishing Martin Sostre for not requesting permission before loaning law books and for translating letters; thus, the Department was justified in confiscating the scrapbook of clippings and personal writings. But the lower courts were upheld in their decision that Sostre's first amendment rights had been violated when his newpaper subscription was withheld from him and when he was punished with solitary confinement for having compiled the notebook and expressing his political ideologies in writing. During the course of the appeal process, the warden of the prison died and Sostre did not receive the damages awarded him. The higher court however, did not reverse that part of the decision.

Another part of the District Court Decision which held through appeal was the instruction that the New York Department of Corrections must establish censorship procedures which give inmates rudimentary due process within the limits of prison conditions. This would include 1) notice of the arrival of the reading material at the institution and of the date of the hearing for its review 2) some opportunity for the inmate to be heard by the reviewing body either personally or in writing, and 3) a review body that can be expected to act fairly. The New York Department of Correction's censoring procedures were modified to meet these specifications; in addition, a means for inmates to appeal censorship decisions was established by the creation of a central review committee at the state capital at Albany. The results of these reviews at both institutional and central office leval are posted in public. In actual practice the procedure is cumbersome. At institutional level,

it is difficult to gather committee members together. Materials are often reviewed by committee members in succession, rather than in a body. This limits the inmates' defense of the material to a written statement and also eliminates all opportunity for debate. The most conservative member of the committee has considerable veto power. New York is emerging from an unusually conservative policy; the number of documents referred to the central committee is large, but is diminishing.

A report of the Departmental Media Review Committee dated November, 1971, listed 335 documents submitted for review, with 141 disapprovals. A report dated April 30, 1973, lists 50 documents submitted and 23 disapproved. The openness of these procedures tend to liberalize policy and also to reduce the unevenness in levels of acceptability at various institutions.

A similar policy is in effect in Connecticut, but here the institutional review committee is composed of both inmates and staff, meets regularly and makes many decisions concerning the operation of the library in addition to those on censorship. There is also much unevenness in application in Connecticut institutions. Inmates sitting on the review committee is not a guarantee of liberal policy. Inmates, in some cases, have been the most conservative members of the committee.

In Florida each institutional librarian is a member of a central library policy making committee. This committee developed a list of acceptable periodicals and also a statement of selection policy. Because the list and statement is permissive, the number of questionable works is small. These are submitted to the state committee for review; ultimate authority rests with the Director of the Department. Censorship practices in Florida were among the least restrictive of the states visited and were as permissive as those of the Federal Bureau of Prisons. Although administrators in all states say liberality as a desirable goal and described their own censorship policies as being non restrictive, staff members frequently disagreed. Inmates consistently complained of censorship restrictions. This was not the case in Florida or in the Federal Bureau of Prisons.

In Illinois responsibility for determining the acceptability of materials rests with the individual librarian at each institution. If a staff member wishes to question a library selection, he must do so by submitting a letter in triplicate, one copy for the librarian, one for the warden, and one for the Director of the Department. The librarian's authority extends also to the inmates' personal books with the same avenues of appeal. In most cases the librarian's decision is final. There are no clearly defined criteria; the librarian must rely on "common sense". This has resulted in great unevenness between institutions and inconsistency in decision making. The librarian is asked not only to weigh the material but to judge the requesting individual. In one instance, an inmate requested permission to purchase an innocuous photographic essay on children. Because the man's conviction was for child molestation, the request was denied. While there may be some logic in

asking the librarian to weigh a work against clearly defined criteria, there is none in asking the librarian to analyze an individual client. Whether a work is harmful, harmless, or even beneficial to an individual should be the decision of a psychiatrist. If the psychiatrist is uncertain, which could well be the case, first amendment rights of the inmate should be honored.

Many states have not set up procedures for reviewing challenged materials, but screen all incoming materials at institutional level. A misconception among administrators was that non-restrictive censorship criteria was a guarantee of non-restrictive censorship practice. In actuality, the screening procedures which are carried out to weigh materials against censorship criteria were far more critical than the criteria itself in determining the range of materials admitted to the institution. In California, where the censorship norm is acceptance for mailing by the U.S. Post Office with few qualifications, Chicano citizen groups were told that hig.-interest, Spanish Language materials donated by them to the San Quentin library were not acceptable because of the screening problems involved. Screening not only limited library collections but limited materials that an inmate could purchase with his own funds.

Although not readily admitted, the screening of personal reading material is done for reasons other than for maintaining censorship norms. These may be to eliminate:

1) Printed materials ordered by mail for which the inmate may not have paid in advance.
2) Catalogs, advertisements, and brochures, which would stimulate the ordering of unpaid for materials. This practice prevented an inmate's ordering family gifts by mail or taking advantage of lower book club prices.
3) Materials for which the inmate did not make a request, by title and author and receive permission to order. This eliminated a rich source of technical information by prohibiting requests to commercial firms such as- "Please send me information on your newest refrigeration units."
4) An overabundance of material to any one inmate.
5) All foreign language material.
6) All materials difficult to screen or which would stimulate mailing activity and thereby increase the burden of the screening process itself. In a New York institution, a mimeographed list of prison reform groups and community groups providing support services for ex-prisoners was screened out for this reason.

As with many bureaucratic procedures the great bulk of screening activity has become a means of accomplishing and perpetuating the activity itself. The objectives of screening should be weighed against the counter-productive effect it has upon the larger goals of the institution, which are to provide opportunities for education and rehabilitation and to prepare the inmate for successful re-entry into the community. We should ask which screening objectives justify the man

hours of staff time required. Which could be achieved by some other means?"

Mail order firms have their own methods of protection from non-paying customers. If they do not see fit to require payment in advance on orders coming from correctional institutions, it does not seem reasonable that the institution should assume responsibility for their protection. If institutional bookkeeping systems do not allow inmates to make payment in advance, they should be revised; matters of administrative convenience can not compensate for the abridgement of first amendment rights [Barnett v. Rogers, 410 F.2d 995 (C.A.D.C. 1969)]. A Federal Court of Appeals has ruled that in regulating matters in which first amendment rights are involved, the state must show not only a rational relationship to some government interest, but a compelling state interest. The state must further show that there is no alternative means that infringes less on first amendment rights.

Where the volume of material received by an inmate would create storage problems, as with a blanket request for materials from a commercial firm, it is reasonable to establish limits on the amount of material that can be kept in a cell. [Guajordo v. McAdams 349 F. Supp, 211 (D.C. Tex. 1972)]. A Federal District court held that a prison rule which limited the number of personally owned books an inmate could have in his cell at any one time was reasonable, but it should be the inmate's choice which materials he shall keep and which he shall discard. Moreover, much of the excess material would make a valuable contribution to the library's pamphlet file.

The legitimacy of concern for the introduction of contraband materials in books has been upheld many times by the courts [Seale v. Manson, 326 F. Supp, 1375 (D.C. Conn. 1971)]. [In re VanGeldern, 14 Cal. App. 3d 100? (1971)]. That books are more suspect as a means of conveyance than other materials coming in from outside such as groceries, and maintenance supplies cannot be easily explained. (It does seem likely, however, that an electronic method could be devised which could quickly screen all incoming materials for metal, for less than the present cost in staff time of hand screening books alone.

No easy method of screening out drugs and contraband messages seems near at hand, yet in the face of the numerous alternative means of conveyance, to establish precautionary screening procedures for books and printed materials alone seems counterproductive. Perhaps the aims of the institution would be better served by responding uniformly and fairly after an infraction of rules against contraband has taken place rather than by establishing elaborate precautions. Perhaps a system of spot checking for drugs rather than the time-consuming screening would be adequate.

The mail room, where most screening takes place, was frequently criticized as a source of difficulty. Where mail room clerks had the responsibility for opening and checking library shipments, it was difficult to trace materials which were freqently lost. Inmates accused

staff members of skimming off the best for themselves. Staff accused inmates of pilfering materials to trade on the institutional black market.

Essential for the successful operation of a library is that library shipments are delivered directly to the custody of the librarian or the mail room procedures are tightened to safeguard library materials.

At one Arizona institution, $400 worth of new books, or one half the LSCA allottment for that institution for the year, disappeared from the mailroom. In Illinois, two truck loads of books selected from a community book drive were assigned to the State Prison at Joliet. Later, authorities were able to account for only one truck load. The entire second load had vanished, yet there was no established procedure to trace or to investigate the loss, or to prevent a recurrance.

Most losses are on a less spectacular scale. The most interesting looking books and periodicals are frequently "borrowed" by staff members to be read and returned later; or, materials which any one of a variety of people might deem questionable are lifted out for personal review; or, the most desirable materials are "secured" for a buddy or "saved" from being pilfered by someone else. In any case, the most interesting and stimulating materials are vulnerable where library shipments are opened and inventoried in the mail room.

The response of librarians to mail room problems varied widely. Only one felt that he had solved the problem by having library shipments delivered directly to the library. It was then necessary to restrict the number of staff who had keys to the library door. The librarian was new to his position and felt that with more time he could educate staff members to the advantages of checking out materials rather than borrowing them informally.

Many librarians shrugged off mail room problems and accepted them as part of institutional life. The most successful librarians were in constant touch with the mail room and made a conscious effort to establish congenial relationships with the mail room staff. As they were dedicated to building collections of maximum interest and usefulness for their clientele, which included staff as well as inmates, successful librarians saw responsibility as extending beyond the library proper to any operation influencing the building of the collection. As the quality of library services improved, cooperation from inmates and staff also improved.

One kind of screening which does not directly effect library operations, yet is still a concern to many librarians, is the elimination of reading materials purchased by inmates from local commercial sources. In many states inmates are required to order materials directly from a publisher. Again, the purpose of this rule is to control the introduction of contraband. It is assumed that shipments from local commercial sources could be used to smuggle in materials or messages.

This assumption may some day be tested in the courts. A California Appelate Court has accepted the assumption; [In re VanGeldern, 14 Cal. App. 3d 1002) (1971)] a Federal District Court in Maryland has not. [Collins v. Schoonfield, 344 F. Supp. 257 (D.C. Md. 1972)]. A major goal of any library program is to stimulate and encourage reading, especially in a correctional institution, where a large portion of the inmate population is handicapped by below average reading skill. Many librarians feel that this rule is an unnecessary barrier which cancels out much of their effort to motivate inmates to increase reading experience and reading skill.

The purchase of a book by an inmate is, at best, a difficult undertaking. He must accumulate the purchase price on wages of a few cents a day; often he must add a percent of the purchase price, typically, 20%, to the inmate welfare funds; he must fill out forms for the accounting office, and, in many instances, must receive permission from a staff member.

To ask him to also pay additional postage from a distant publisher for a book which can be purchased locally is unreasonable. Previously cited obstacles may be difficult, but not impossible, to overcome; however, to learn the name and address of the publisher of a book which was heard mentioned in conversation, or on the radio, or which was seen advertized can be an impossibility unless adequate professional library tools are available.

The time-consuming screening process has not been avoided by this rule which prohibits local purchase of reading materials. In most cases materials received directly from publishers are still screened to make certain that they do not violate censorship norms. The rule against local purchase does not accomplish enough to justify the hardship that it imposes on inmates and its detriment to the institutional goals of education and re-entry preparation. Inmates in various institutions made these observations concerning the difficulties of purchasing and receiving books and magazines.

> I had a slight argument with the librarian about several of the books I was ordering. He didn't think they would clear the committee. He was kind enough to tell me that it was because of the type of lives they lived, those involved in reviewing these books - their likes and dislikes - it hinges on that. In other words, my type of reading mania might not coincide with theirs; therefore, I'm not allowed this particular type of reading material.
>
> Another thing, if anyone has read these books over, it should be someone who is familiar with books, with what is current rather than someone who doesn't read and all he's concerned about is security and restrictions.
>
> You can write out to several places, provided you know the address, and generally this is handed down from inmate to inmate.

If a man comes in, and especially if it's his first time, chances are he won't know any of these addresses.

In some cases you can go over to the package room and get a book right away, and in other cases, they say, "no, the book review committee has to review it because it is controversial." I've seen occasions where two people will get the same book; one will go right through and the other will go to the review committee, so it's just a matter of personal judgement, and that's what the men really have a gripe about. It's really not correct to do that.

They often limit a person to the amount of books he may have. If a person is a reader, especially if he is in for some time, it hurts. It can discourage a man as well. It's a thing of saying one officer will come along and say, "Well, he likes to study a lot; that's good." and another will come along and say, "Well, he don't need all those books.

The resentment caused by capricous censorship and screening procedure does more to foment prison unrest than exposure to the great bulk of the banned materials could ever do. Most censorship efforts are wasted. We no longer live in a simple society where control of currents of thought is possible. We live under a constant barrage of ideas within which it is not easy for any one idea to gain dominance, at least, not without expensive, public relations efforts. Within the institutional milieu, a sure means of lending weight to an idea is to dignify it with attempted suppression. Such efforts immediately bestow an aura of unanswerability. In many states, sensitive social and political issues have replaced sex as the major literary threat to institutional order. These subjects are usually referred to as "revolutionary." According to individual interpretation they can range from criticism of the prison to an outright exhortation to armed rebellion.

At one time all Black Muslin and Black Panther literature fell into this category. In state after state, inmates won court decisions allowing them to receive Black Muslin materials. In each of these decisions, the court's judgement was based upon the acceptability of the material itself. More recently, Black Panthers in pre-trial detention in New York City obtained an injunction from a Federal District Court which permitted them to receive the Black Panther newspaper. [Shakur v. McGrath, 69 Civ. 4493 (S.D.N.Y. Dec. 31, 1969)] In this instance, the court did not defend the material which it characterized as "a lurid poorly edited, provocative, political pamphlet," but held that it was a violation of first amendment rights to withhold it. The legal position of pre-trial detainees is not the same as that of sentenced offenders in state and federal prisons, yet the decision illustrates the prevailing trend toward the protection of first amendment rights. As recently as 1969 Black Muslim literature was not allowed in California's correctional institutions, yet today a California administrator states, "there is little restriction right now on politically sensitive material. According to our Attorney General, if we prohibit something from coming

into the institution, under that section of the Code, [Section 2600 California Penal Code] we have to be able to identify what it is that will be happening, where it is, and who it is going to be happening to. That is very difficult. There is very little material that we have grounds to turn down." Efforts to suppress expose' type criticism or political extremeism have not altered the ideas exchanged by inmate populations. Departments which have relaxed censorship restricting have suffered no apparent harm and, have found that the most effective means of defusing rumors and threatening ideas is to provide an open forum where they must stand on their own merit, unreinforced and ungalmourized by attempts at suppression.

J. MATERIALS SELECTION

Very few institutions visited had satisfactory techniques for the selection of materials; this was reflected in the quality of collections. Several equally important ingredients are needed in assembling a useful, appealing collection: 1) a variety of professional tools which provide basic lists of standard works for a particular clientele, advance notices, reviews, and reports of user reaction to new publications; 2) open lines of communication with other librarians serving similar populations; 3) communication with staff members in all areas of the institutional operation; 4) open communication with the inmate population, both library users and non-users.

In general, collections provided under contractual arrangements enjoyed greater acceptance by library users. However, in Washington, where library services provided to all citizens are shared with those in institutions, it was found that materials selected for the general public were not always appropriate for inmate populations. To correct this, the librarian at Purdy Treatment Center for Women has been provided with a supplementary paperback fund for direct purchase of specialized materials. At the Reformatory at Monroe, the librarian takes a more active part then his public library counterparts in selections done by a centralized acquisitions department at library systems headquarters.

As a rule, public librarians have available to them selection tools not usually found in independent institutional operations. These include Publishers Weekly, Library Journal, Multi Media Review, Synergy, Booklegger Magazine, and a variety of catalogs for pamphlets, audio-visuals, government publications and free materials. In Connecticut, the State Library has placed necessary selection tools in each institution on permanent loan.

In most departmentally administered libraries, materials were ordered by institutional librarians from publishers lists and catalogs. Many librarians ordered from remainder houses, and some took packaged assortments at reduced price. One departmental librarian visited retail outlets and second hand book stores on his own time to purchase books from the shelf. Frequently, teacher-librarians in juvenile institutions, as a means of developing a "balanced" collection, ordered

by subject matter and grade level, with little concern for quality or appeal. Where selection tools were available, it was possible to choose suitable, appropriate material from donations. Otherwise, donations were often incorporated into collections on the basis of physical condition alone.

Equally essential are channels of information exchanged between librarians serving disadvantaged groups, whether in the community or in other institutions. Publications expecially directed to the interests of disadvantaged groups are usually low budget, unpublicized, difficult to locate, and short-lived. Professional reviews of such off-beat publications as Booklegger Magazine are invaluable but cannot substitute for direct contact with librarians whose professional concerns and selection needs are similar. In Montana and Illinois, institutional librarians employed by outside library systems spend one half day each week at library headquarters as a means of maintaining these professional ties.

In response to a need for improved communication, positions for state Library Institutional Consultants were established in many state libraries under LSCA. The most vital state programs have occured where the Institutional Consultant has been able to do field work and open lines of communication between institutional librarians and the state library and among the librarians themselves. Under the auspices of the Washington State Library, institutional librarians in that state publish and circulate a newsletter with information concerning publications and sources. Such a publication is badly needed on a national scale to serve the information needs of correctional librarians.

Where the responsibility of outside libraries to serve institutionalized persons have not been formalized under contractual agreements, these libraries should recognize the claim of the institutionalized citizen upon public library services. Tax rates supporting libraries are based upon the total population including the citizens in institutions. One method of assistance is for public and academic libraries to share information with isolated colleagues serving in correctional libraries. Few community libraries invited the participation of institutional librarians in multi-media review sessions or for book and periodical reviews or included the institutional library on mailing lists or routed news of professional interest to them. The compilation of community resource information which could be shared with the institutional library was rare. Where this had been done it was of great value in assisting inmates to prepare for parole. University and colleges should also recognize a shared responsibility for institutionalized persons, and include the institutions on mailing lists to receive catalogues, brochures, and scholarship information.

Communication within the institution itself is equally important for the development of appropriate collections to support classroom programs. It was frequently observed that the librarian was isolated from other staff members as well as from professional colleagues. Staffing patterns should permit the librarian to participate in staff meetings and curricula planning sessions, and to meet individually with

staff members to develop the collection according to the total needs and activities of the institution.

As a means of building collections, nearly all librarians acted upon inmate requests. Suggestions were solicited and many libraries had suggestion boxes. These techniques had limited value because they reach only the most book-oriented and articulate segment of the population. Some libraries had sustained inmate involvement in library committees and councils. Some librarians had used written questionnaires to poll the population concerning personal reading interests and library preferences. As inmates observed that these efforts produced results, they were more open in sharing interests and opinions with the librarian. At Raiford, where the collection received heavy use by an unusually high proportion of the inmate population, no inmate request or suggestion is dismissed lightly. Sincere efforts are made to respond to every request made. As a result, inmate interest in the library has grown, and the suggestions have increased in number and innovativeness. At the suggestion of an inmate, a bathroom scale with an accompanying height and weight card was placed in the corner of the library. Information of little consequence outside can be very difficult to obtain and greatly valued within the institution. Usually, only those inmates on sick call or in the infirmary can learn their weight. The scale has become one of the most frequently used reference tools in the library and gives evidence of the flexibility, and openness to suggestion that is needed to build a vital collection.

K. CONTROL OF MATERIALS

A circulating library demands efficiency of its staff, and, demands of its patrons trust, cooperation, responsibility, and a sense of community with other library users. These fragile human attitudes are required not on an individual basis, but en masse. A correctional institution is not a likely place to look for such positive attitudes; the life experiences of the clientele have discouraged their development. Generally, institutional life will retard these qualities further. Inmate codes stress self-protection and distrust of established systems. Equally defeating to the operation of the library are staff attitudes of special privilege which are frequently exagerated by the institutional environment. In this highly regulated setting, staff members are exempt from most regulations. If a library is to function, regulations must apply equally to everyone.

In spite of these difficulties, there were libraries seen which had won the support of inmates and staff so that they functioned remarkably well. In each instance these libraries had an adequate number of staff to operate efficiently. Records were kept, notices sent, card catalogs maintained, books properly shelved, and inventories taken. Book budgets were sufficient to insure a continuing supply of new materials. Inmates and staff had come to expect and trust that these things would be done. With trust came increased cooperation and personal responsibility for meeting library regulations.

Inmate library committees worked with librarians to develop regulations. Inmates also participated in materials selection, decision-making, problem solving, and in all aspects of the library operation. They had invested personal interest in the libraries and had come to believe that libraries were of benefit to the entire inmate population.

At Raiford where an efficient system of materials control was established, rules of conduct and procedure developed by the committee were enforced by the librarian, a task he carried out with unyielding impartiality leavened with humor. Humor appeared to be key ingredient in establishing control of the system. Overdue notices were droll personal notes; posted instructions of library procedures were humorous.

In many institutions, the combination of adequate staff, sufficient funds, and inmate involvement is not possible. As a result, cooperative self-regulatory effort to make the system work is lacking. Without this support, the librarian is faced with difficult choices: external controls can be imposed or a compromise in efficiency must be accepted. Few librarians have chosen increased policing. Where it has been attempted, library use falls off. Where insufficient funds or poor selection policies do not insure a steady turnover of current materials, the impulse to secure the best for oneself or one's friend is difficult to resist. Often, only the least appealing materials remain on the shelf for checking out.

In short term institutions it is seldom possible to develop inmate clerks with sufficient skill to carry out library operations. Unless adequate free personnel are provided by the institution or contracting library, necessary procedures must be compromised. Where assurance cannot be given that an interesting book can be relocated, the book is more likely to be traded than returned.

The use of inmate clerks does not solve all problems. In Connecticut, where highly motivated, skilled inmate librarians operate many libraries, they are unable to enforce library regulations. Inmate codes of conduct prevent their calling peers to account. They are equally powerless to control staff intrusion.

Several libraries have made compromise solutions. One is to split the holdings and put informal satellite collections in housing or recreational areas. Control is maintained over a small part of the collection, usually that used in support of the educational program. At Attica, inmate librarians are in charge of these cell block recreational libraries and rotate materials on a simple exchange basis.

In other institutions special interest collections are turned over to ethnic groups or special interest groups for group supervision. These are usually highly desired materials and the practice assures them wider circulation than if they were privately confiscated.

A common practice in juvenile institutions, and in some adult institutions, has been the abandonment of materials control as a desirable

goal. Uncataloged collections of paperbacks and periodicals are provided and replaced as needed. Staff members were more satisfied with this technique than were residents. It was impossible to locate desirable materials which often did not circulate at all but found their way to a variety of uses, i.e. propping open windows or raising the end of a mattress. Sweeps of cell and dormitory areas were made periodically to refill library shelves and start over. No resident in any institution expressed satisfaction with this unstructured approach to service. There was much frustration among readers, indifference and vandalism among non-readers. The sweeps were resented by all, including the correctional personnel assigned to the duty.

L LIBRARY PROGRAMS

The emphasis on library activities and programs more than any other factor illustrates the broadening concept of contemporary library service. If the library needs of institutionalized persons are to be met, the concept of the library as a focal point for the circulation of print materials must be discarded. Instead, the library is more accurately a point of access to an unlimited reservoir of information and ideas to which print provides one method of entry. Within a correctional institution, where the average educational level is less than eighth grade and where a large proporation of the population is not print-oriented, various methods of entry must be provided. It is equally important to provide motivation to use library resources. Library programs respond to these needs.

The importance correctional librarians place upon programming was reiterated in a group discussion at the 1973 ACA Congress. The Topic under discussion was to establish the essentials of institutional library service. It was agreed that top priority should be given to qualified personnel. Second to sufficient, well-located space which would allow program activity; and third, to adequate collections.

As teaching methods evolve which place increased emphasis upon individualized instruction, ideal settings to facilitate teaching and library service became more similar. But the functions of librarian and teacher within that setting, although closely allied and demanding cooperation, are distinct. The librarian does not teach; his function is to provide access, not only to the materials at hand, but through his knowledge of sources, to a wide range of current information, and to the collected intellectual heritage of mankind.

The greatest overlap in the function of the teacher and the librarian lies in their common need to motivate a mutual clientele. The best library programs seen were developed cooperatively by the library and teaching staff.

At Purdy Treatment Center for Women the librarian worked with the Director of Education, and the Junior League from nearby Tacoma, to develop a series of poetry writing workshops. Video-taped recordings were made

of women reading their own poetry. These were than used for group discussion and evaluation. A faculty member from a nearby college served as Director. Enthusiam among the women was high. Creative writing classes are sponsored by the library at Folsom Prison which bring in successful writers from outside. Through the program, several inmate authors have achieved recognition in national publications.

The use of resource people as a source of information, or to provide a role model, has been done frequently, especially in juvenile institutions. In adult institutions this has been done most often in a structured workshop format which focused on the use of newly acquired legal materials.

Library sponsored discussion groups, which range from Great Books to contemporary social problems, have frequently brought in volunteer participants from the outside. It would be useful if community libraries had similar groups in which inmates preparing for release could participate. These groups could also provide middle ground for newly released persons who find adjustment to the outside community difficult.

Some library discussion groups have been formalized to give college credit for courses in sociology. Such a course has been developed by Val Clear in the Department of Sociology and Social Work at Anderson College, Indiana, and has been used successfully in Indiana correctional instititions. The librarian assembles fictional materials of high interest which illuminate the issues under study. The instructor directs group discussions which probe, analyze, and reinforce the learning experience.

Few libraries visited provided orientation programs for new inmates. With the exception of the Federal Bureau of Prisons and an outstanding basic education program seen at the Sierra Conservation Center in California, little was being done toward the production of audiovisual materials. A program at Cascadia Reception and Diagnostic Center in Tacoma incorporated both activities Wards wrote, directed, and produced a video taped orientation film for the institution. The value of the personal insights developed during the creation of the film cannot be measured, but the contribution those insights made to the orientation film is obvious.

This film making project gave evidence also of the impact programs have on user satisfaction. Library service at Cascadia is provided by Pierce County Library. A librarian and an assistant rotate materials through satellite collections located in three separate dormitories. Although staff, services and materials were the same for each unit, only one of the units participated in producing the orientation film. The enthusiasm and pride that the wards felt in creating the film favorably colored their evaluation of the total library operation and of the institution itself.

Bibliotherapy programs have established the usefulness of the library as a tool for psychologists and social workers. Under the guidance

of group therapists, discussions of fictional materials dealing with emotional problems or behavior patterns provide a non-threatening approach to an understanding of self. The librarian must work closely with the therapist to select appropriate materials.

A study of the effectiveness of bibliotherapy on attitudinal change was made by Dr. Lesta Norris Burt at the Wisconsin Institute for Women at Taycheedah. Two groups of inmates were given attitudinal tests at the beginning of the study. Both groups met over a period of six weeks to discuss the same assigned reading materials. One group met with a bibliotherapist and discussed fictional characters and situations as they related to the lives and experiences of the participants. The control group believed it was a selections committee for the library and discussed their reading objectively. At the end of the six week period, a second series of tests revealed that a significant difference in attitude had taken place which could be attributed to the bibliotherapy experience. A text of this scope is not conclusive, but does indicate a potential which should be explored.

M. SPACE UTILIZATION

Few libraries, even those in modern facilities, provided adequate or appropriately designed space. Many institutions built before World War II did not incorporate library areas in architectural plans. Space has often been carved out from areas intended for other functions. More modern plants frequently have a library room which is well located, but not convenient for library use. Sufficient electrical outlets for audio-visual equipment, work space, and separate areas for quiet study and for group activities are lacking. Little thought was given to actual library use. It is apparent that architectural design stemmed from the "book filled room" concept of library function. One example of poor planning is a recently completed recreational building where the library was located below the gym. Inmate clerks reported that the noise of basket ball games and sports events hampered the library use as a study area.

Conflicting needs within an institutional library complicate space organization. A large proportion of the inmate population is young and from minority group cultures. A quiet, studious library atmosphere is foreign and intimidating to many inmates; they need an easy, informal environment where they can enjoy relaxed conversation. On the other hand, the library as a place of quiet is highly prized. The noise level within an institution is extremely high. Gates clang, sounds reverberate, and there is much shouting. The library is seen as a sanctuary from noise. These conflicting needs exist in some degree in all libraries; but within the narrow confines of a prison, pressures are exaggerated. When we add to this the need for security and surveillance, the difficulties of spatial arrangement mount. The creation of satellite libraries of informally circulated recreational materials in housing areas often leaves the central library free for study and such quiet activities as chess games or for listening to records of tapes through headphones. Few libraries seen had planned space for individual use of audio-visual

equipment and for small group viewing of films. The Federal Bureau of Prison institutions has set an example in organizing space for audio-visual equipment. The learning centers at the federal institution at Lompoc and the Robert Kennedy Center at Morgantown were well designed.

Few institutions had space for comfortable lounge chairs and tables and chairs for study. Space was frequently cramped and overcrowded. At a juvenile institution in Arizona, the library enjoyed such space and comfortable furnishings. The library floor was carpeted and a lounge area furnished with large plastic bean bag chairs which were greatly appreciated by the wards. A change in administration reassigned the space and furnishings to serve as a visitors and inmates lounge. Administrators hoped that this activity could be coordinated with library use. Librarians foresaw many problems, such as the control of materials, and provision of study space.

Many libraries seen did not have adequate shelf space to accommodate materials. A concern was frequently expressed that shelving in the center of the library would present security problems, but several libraries were seen where center shelving had been used without apparent harm. In the libraries at Folsom, San Quentin, and the new library at Auburn, all in maximum security institutions, low shelves were used in the center of the library. Most libraries seen, however, were in need of weeding out of old materials rather than increased shelf space.

In most libraries, legal reference materials were housed in separate rooms adjacent to the library proper, invariably referred to as a "writ room." This arrangement seemed to be very satisfactory, as this allowed the librarian to give supervision to the inmate clerks in charge of the writ room while overseeing the operation of the general library.

Inadequate lighting in the library, cell block, and dormitory areas was a factor which librarians saw frequently as a barrier to the success of library programs. In older institutions, cell lighting was frequently poor. Where two men shared a cell, the man in the lower bunk was often unable to read. In many modern facilities, lighting was provided in the central library which was uniform with that in other areas of the institution, but which was insufficient for library use. The most successful libraries seen had made great effort to make the room an inviting place that provides a restful, enriching experience and an escape from the bleakness of the institution. The librarian at the state prison at Moundsville, West Virginia, invested part of his budget in wall-to-wall carpeting. With a collection still yet to be built, his judgement was questioned at first; but the reaction of the men was so favorable that the state library brought a second carpet for the library at Huttonsville.

A very large factor in the unusually heavy use of the library at Raiford is attributed by staff and inmates alike to its pleasant atmosphere. The librarian wrote to art schools and galleries in surrounding states requesting sculptured pieces, paintings, and prints to fill bare wall spaces. Paintings and other inmate art works are periodically

displayed. Growing plants fill corners and shelf tops. There is a large aquarium of tropical fish, and in one corner of the large room, a fountain has been built by volunteered inmate labor and with materials donated by a local building supply firm. A penny for making a wish has been provided. It is chained to the fountain, to be sure; but within the frame of ironic, prison humor, it gets heavy use, and many a man has stopped to haul the penny up and make his wish.

The components of "atmosphere" are difficult to define. Visible objects can be cataloged, but a more important factor may be the prevailing impulse, the attitude of mind of which the objects are simply a manifestation. In any case, an object which does much to convey the atmosphere of the library at Raiford is a large refrigerator which stands in the center of the room near the check-out station. The librarian described how it came to be there. "I wrote a letter to the refrigerator people and told them that as of this time we had no air conditioning and in the summer months it gets real hot in the library, and the inmates had no way to get ice. Whirlpool thought it a sound enought request and sent a refrigerator. During the summer months we make ice continuously for the inmates to take to their cells or whatever. There are people in businesses and companies throughout this nation who are more than willing to help if they just had some direction; what we try to do is provide that direction."

N. FUNDING

Few institutions had evaluated the library needs of their clientele; nor had they planned a balanced collection, established priorities, objectives, a timetable and budget for meeting these needs. Where this had been done, services generally had been contracted with an outside library. A reason for this may be that the formulation of the contract secured funds for library use.

In library programs developed independently by the institution, funds tended to be insufficient and uncertain, and were frequently diverted to other uses. In most instances, library funds were channeled through larger departments of education or recreation and were subject to priorities established by persons whose primary interest was not libraries. In New York State during the fiscal year 1971-72, the Department set aside twenty-five dollars per inmate to be used in such avocational programs as sports, music, crafts, and the library. At the end of the budgetary period, few institutions had channeled any of the avocational fund into the library. In the following year, eight dollars of the twenty-five was earmarked for library development.

The need for sufficient and dependable funding was a problem frequently cited by staff and administrators. All conceded that libraries could potentially contribute more to the welfare of the inmates than they do at the present time; but within the institution, the pressure of competing needs made acquisition of additional funds unlikely.

Librarians in communities and state libraries expressed concern

for the library needs of institutionalized citizens, but were compelled to respond first to those groups which were more vocal and skillful in making their needs known to governmental agencies. In many states the most secure source of funding was through ESEA and LSCA. The future availability of these funds is now uncertain. In 1973 Congress renewed the funding for Library Service and Construction Act for an additional five year period, but an executive order from the President impounded LSCA funds. Libraries were to compete at local level for revenue sharing funds that were returned to local governments from Federal income. Several states have brought suit against the Federal government to release LSCA funds to state libraries; others have increased state allocation to libraries to compensate for the loss of funds.

The impact of this loss of funds was discussed in telephone conversations between members of the ILR staff and the State Library Consultants of various states; information gained from these discussions is reported in Volume III., Current Practices in Correctional Library Services: State Profiles. Those states which made the healthiest recovery from the loss of these federal funds were those which used federal monies judiciously as seed money to establish permanent gains or to stimulate local funding. States with a high degree of cooperation between the state library and Department of Corrections were able to make a joint presentation to legislative budget committees and reinforce one another in requesting additional funds for correctional library services. The concern for these problems can best be expressed by those most closely involved. A New York State library administrator stated:

> There are not enough people who see it as a priority, who have a reason to address their legislators on this subject. It cannot be done by librarians themselves; they are too few, too low in profile, and the users themselves are behind bars... It is a matter of getting allies everywhere and bringing them together that hasn't been done. This I see as the problem.

A California administrator said:

> In your study I hope you will point our very vividly that there are many things that can be done ... and we certainly need them, but there had to be some outside help and additional resources - they could be private agencies, the Federal Government or other sources, but I see little likelihood of our department being able to achieve these things.

III. RECOMMENDATIONS

The broad scope of this study has provided a perspective from which consistent patterns, relationships, and underlying causes of library problems could be viewed. Because of this, the recommendations presented here go beyond the usual range of recommendations for library development to a) encompass issues of community responsibility, cooperation between libraries in correctional institutions and libraries in the outside world, b) the position of the library and the librarian within the organizational structure of a correctional agency, c) and institutional management techniques as applied to the library. Recommendations represent the views of the author and are directed to the general public as well as to librarians and correctional administrators. They are presented to provide a context within which detailed, quantitative criteria and standards of correctional library services can be developed and, within which practical, realistic planning for viable library programs can be accomplished.

In general, recommendations are arranged to follow from the broadest overall issues of planning, funding, and community support to more specific issues of staffing, operational policies, and collection development.

A. PLANNING

1. Coordinated long range planning should be done for correctional library development.

Plans should be developed cooperatively by state libraries and state correctional agencies to ensure the integration of institutional library planning into statewide plans of each involved agency. Where state libraries lack authority for overall planning, correctional agencies should work with public, academic and law libraries to develop plans. Library development planning for institutions in the Federal Bureau of Prisons should be centrally coordinated within the Bureau and coordinated with the plans of state and local library agencies in each state in which federal institutions are located.

2. Immediate plans should be specific, quantitative and scheduled.

Plans should establish a secure source of funding; short and long term objectives; numerical targets; a time table for their accomplishment; a system of inspection, reporting, and evaluation in terms of meeting objectives; and periodic accounting to ensure compliance.

3. Specialists in library planning should serve as consultants to architects through all phases of design development for correctional institutions.

Central library facilities should be planned to provide access from both classrooms and housing areas; sufficient daylight and artificial lighting; space for group activities and for individual study. Space and sufficient electrical outlets and power for audio visual equipment should be provided. Adequate storage space for supplies and equipment and work space for technical processing and book binding are needed. Access to drinking fountains and toilet facilities, comfortable, attactive furnishings, and a pleasant atmosphere are also essential. Design of the total institution should accommodate the transport of book carts and audio-visual equipment within the institution and frequent deliveries from outside. All areas of the institution should be considered in relation to their optimum use of audio-visual equipment and print materials. Appropriate space for their use and storage, electrical outlets, and sufficient light should be provided wherever needed.

B. FUNDING

1. Funding for ongoing operations should be provided by local sources.

Local funds should be used for basic operations and federal funds to provide seed money for program development.

2. Recognition should be made of the library and information needs of institutionalized citizens as well as of those in the free community.

State aid to libraries is calculated on a per capita basis and should benefit all state citizens. Federally funded services to the disadvantaged should be extended to the disadvantaged in correctional institutions.

C. INTERACTION WITH THE COMMUNITY

1. Correctional libraries should expand services to provide practical, current information which assist inmates in successfully reentering the community.

New levels of cooperation and communication with outside libraries and with other correctional libraries are needed to achieve this information flow. Methods used to gather and disseminate information should include correspondence and telephone communication with original sources of information and other libraries; the development of newspaper clipping files; and all available means of inhouse communication. Inmates should be taught how to use community information resources as preparation for reentry.

2. Public, school, and academic libraries should recognize their responsibility to develop new methods of gathering and sharing reentry information.

Information on community resources, job markets, educational and vocational training opportunities, government programs and agencies, laws concerning the protection of consumer, tenant, employee, or individual rights should be kept current and made available to released inmates and those in correctional institutions preparing for release.

3. Educational institutions, private foundations, community service organizations, labor unions, and government agencies should recognize their value as source of reentry information and include public and institutional libraries on their mailing lists.

As libraries and information sources have cooperated to fill the information needs of business and professional groups, so they should meet the urgent and equally valid information needs of the disadvantaged, including released inmates from correctional institutions and those preparing for release.

4. Libraries in correctional institutions should be included in cooperative interlibrary-loan networks.

Inmate interests are too broad to be covered by on-site collections, especially in technical fields. Many institutional holdings would make a valuable contribution to network resources. These include obscure or out of print publications, research reports, in-house documents and original curricular materials for educational programs for illiterate adults.

5. Library services for correctional institutions should be augmented or provided under contract with community or state libraries.

Outside established libraries can provide a range and quality of materials and services which cannot be duplicated in an independent operation. The preferred method is to establish a branch library within institutions.

6. In contractual arrangements, correctional personnel should participate in decisions affecting the library program.

Correctional administrators should participate with outside library administrators in the selection of staff, collection development, program planning, and the development of security procedures.

D. THE ORGANIZATION OF INSTITUTIONAL AND COMMUNITY SUPPORT

1. Library advisory committees composed of inmates and staff should be established at each institution.

The committee should represent the total institution; library users, non-users, staff, and line personnel. It should participate in planning, problem solving, and in decisions concerning library policies,

collections, and programs.

2. An advisory council for institutional libraries including those in hospital, charitable, and correctional institutions should be formed at state level composed of representatives of participating agencies, the state library, and state government.

Such a council could expedite library development and library network development and could present a united front in approaching legislative committees to seek support for improved institutional library services.

3. Concerned outside citizens, both professionals and the general public should band together to form a cadre of support for correctional administrators and librarians as they seek to improve library services to confined persons.

Such groups as Friends of Libraries have played an important part in the development, maintenance, and improvement of public library services. There is a need for similar groups to work for the improvement of libraries in correctional institutions.

E. STAFFING

1. A professional librarian should serve as agency wide coordinator of library programs within each correctional agency.

The coordinator's responsibilities should include long range planning, budget preparation, and the coordination and development of all library programs for inmates and institutional staff. He should serve as consultant to staff training officers and directors of education and should develop library support for their program. He should be responsible for training programs for librarians, para-professionals, and inmate library clerks. He should serve as liaison with outside libraries and community organizations and should represent the interests of the correctional agency in contractual library arrangements.

2. Professional librarians should serve as administrators of institutional library programs.

Librarians should supervise total library operations in each institution where proximity allows, one librarian can supervise programs in more than one small institution. Librarians should have sufficient para-professional and clerical help to carry out all library operations and should be responsible for the supervision and training of their staff. Librarians' responsibilities should include the development and supervision of all library services for staff and inmates, the selection and supervision of printed and audio-visual equipment and materials for the institution, and participation in institutional program and budget planning. Librarians should develop cooperative ties with outside

libraries and establish open avenues of communication with institutional staff, inmate clientele, and outside resources to develop up-to-date, appropriate, and appealing collections. Librarians should be provided with opportunities for personal professional growth through participation in job related conferences, work shops, and extension courses.

3. Paraprofessionals should be hired to carry out the daily operation of library programs.

Personnel should be sought with the necessary qualifications and experience in institutional library work or in public library outreach programs to disadvantaged populations. Special effort should be made to recruit minority group and Spanish speaking personnel. Former inmate library clerks should be allowed to compete on an even basis with others for para-professional positions.

4. Opportunities for para-professionals to advance in grade and salary should be provided.

A career ladder can be built through training opportunities and through transfer to larger more complex institutions. Inexperienced personnel would not then be assigned to difficult maximum security institutions.

5. Positions of inmate library clerk and inmate law library clerk should be developed as a job training and educational activity.

Both types of inmate library clerk should be allowed to earn college credits for their work in the library. They should have the opportunity to participate in institutional educational programs or study release programs.

6. Continuing job related educational opportunities should be provided for the staff of correctional institution libraries.

Correctional agencies, state libraries, professional associations, university extension services, and library schools should cooperate to provide these opportunities. Outstanding staff should be assisted to earn a graduate degree in librarianship or related area.

7. Outside volunteers should be used wherever possible to augment library services.

Volunteers should be used to supplement professional staff. Institutions which most often receive the poorest library service are men's minimum security, women's and juvenile institutions and are those in which the use of volunteers would be the most appropriate.

F. POLICIES

1. Library service should be predicated upon the individual's right granted under the first ammendment of the Constitution to read and have access to all information and all points of view.

A violation of these rights can be justified in only the most limited, identifiable situations of extreme urgency.

2. A statement of overall library policy should be developed jointly be librarians and admimistrators and prominently displayed.

The statement should be based upon the Library Bill of Rights, should include short and long term goals, collection development policy, and library procedure.

3. Each correctional agency and each institution should develop and publicize a clearly articulated statement of censorship policy.

This statement should not be general but specific and precisely define which materials are not acceptable and why, the person or group with authority for rejecting materials, and an avenue of appeal to challenge decisions. The statement should be agreed upon by administration and librarians and should be available to inmates and staff.

4. The personal purchase of reading material by inmates should be encouraged and facilitated.

Restrictions against foreign language periodicals and the purchase of materials from local commercial outlets should be lifted. Rules requiring percent-of-purchase "donations" to inmate welfare funds should be discontinued. Spot checking for contraband and censorship violations should be substituted for the handscreening of all materials received.

5. Clientele should be closely involved in planning library collections, services, and programs.

All possible techniques should be used to encourage participation, including suggestion boxes, questionnaires, advisory committees, frequent informal conferences and open communications with library users, non-users, inmates, and staff.

6. High priority should be given to meeting the acute library and information needs of those confined in isolation and segration.

A staff person with security clearance should be assigned to rotate materials through cell area satellite collections, to provide reference and reader guidance service, and to serve as courier. Total resources of the central library within the institution and of interlibrary-loan services should be available to isolated inmates.

7. High priority should be given to the library and information needs of the institutional staff.

Library support for staff development programs should provide both resources for individual research and audio-visual and print materials for class presentation. Increased support for the institutional staff in the day to day operation of the institution should be developed, including those which could foster an understanding of inmate psychology. Access to on-site and departmental holdings of professional materials should be provided by cataloging and the preparation of master files. Access to and instruction in utilizing national education and criminal justice information clearing houses should be provided.

8. All necessary methods of delivery should be utilized to provide maximum service to inmates and staff in all areas of the institution.

Central library services within the institution should be supplemented with satellite collections in special areas, i.e., paperback recreational collections in housing areas and specialized collections in administrative offices, staff rooms, class rooms, and shop areas, and legal collections in writ rooms. Copying services should be provided to allow more flexible use of materials and to expand access. Courier services within the institution and mail order services from outside should be utilized. Greater use of bookmobiles should be made to serve subsidiary facilities.

9. Access to library services should be extended through classroom, evening, and weekend hours.

Sufficient paraprofessional staff should be employed to provide adequate access to the central library within the institution and to outside library resources.

10. A handbook of library procedure should be developed for the use of inmate library clerks and volunteers.

The standardizing of procedures would simplify training of staff and would permit increasing levels of correctional library efficiency and cooperation.

G. MATERIALS

1. An adequate selection of current acquisition tools should be available to inmates and staff.

These should cover current and past publications with reviews, evaluations, prices, and sources for a broad range of materials. They should be available to inmates and staff for collection development and the personal purchase of material.

2. Emphasis should be placed upon the acquisitions and use of

audio-visuals in correctional libraries.

The purchase of equipment and hardware should be coordinated so that software can be shared. Pools of audio-visual software should be established in each correctional agency and a master file of total holdings provided each institution.

3. A broad range of materials should be provided for adult beginning readers.

Publishers should be alerted to the acute need for appropriate materials. Librarians should develop better methods for evaluating and sharing information concerning such material.

4. Legal reference materials should be provided in accord with recommendations of the American Association of Law Libraries and the American Correctional Association.

In addition to an adequate range of materials, court reports should be provided with sufficient chronological depth and with current information on reversals and modifications of earlier decisions.

5. Instruction and assistance in the use of legal reference materials for both inmates and library staff should be provided.

Work shops, training programs, on going supervision should be provided by Attorney General's Offices, Bar Associations or state law libraries. A handbook on the use of legal reference materials should be developed for the use of librarians untrained in law library service and for inmate library clerks.

6. More appropriate and more economical methods of providing legal reference information to inmates should be found.

Telecommunication, photocopying, microforms, and translation to simple, layman's language are techniques which have potential for meeting these massive information needs.

7. Photocopying machines should be made available as a means of expanding access to legal reference materials and as a protection for them.

Their use in correctional and public libraries has greatly reduced loss and damage rates for heavily used materials.

H. ACCREDITATION

1. An accreditation program should be established for libraries in correctional institutions.

The Accreditation Commission of the American Correctional

Association has recently been established and funded. The present ACA Manual of Correctional Standards is being revised to serve as an accreditation instrument. Accreditation criteria will establish quantitative targets, will strengthen incentives for library development, and will increase the accountability of departments of corrections for the quality of library services provided.

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APPENDIX A:

ON-SITE VISITS

AGENCIES AND INSTITUTIONS VISITED

Arizona

Department of Corrections, Phoenix
Library Extension Services, Arizona State Library, Phoenix
State Prison, Florence
State Industrial School for Boys, Fort Grant
Safford Conservation Camp, Safford

California

Department of Corrections, Sacramento
Department of the Youth Authority, Sacramento
State Library, Sacramento
State Prison at San Quentin
State Prison at Folsom
California Institution for Men, Chino
Deuel Vocational Institution, Tracy
California Medical Facility, Vacaville
Sierra Conservation Center, Jamestown
California Institution for Women
Fred C. Nelles School for Boys, Whittier
Los Guilucos School, Santa Rosa
O.H. Close School for Boys, Stockton
Karl Holton School for Boys, Stockton

Connecticut

Department of Corrections, Hartford
Services to State Agencies and Institutions, State Library, Hartford
Correctional Institution for Women, Niantic
Correctional Institution, Cheshire
Correctional Institution, Enfield
Community Correctional Center, Brooklyn
Long Lane School for Girls, Middletown
Correctional Institution, Somers

Florida

Division of Corrections, Tallahassee
Division of Youth Services, Tallahassee
Division of Library Services, Department of State, Tallahassee
Avon Park Correctional Institution, Avon Park
Florida Correctional Institution, Lowell
Union State Prison, Raiford
Florida State Prison, Starke
Lancaster Youth Development Center, Trenton

Georgia

State Board of Corrections, Atlanta
Department of Family and Children Services,
Division for Children and Youth, Atlanta
Public Library Service, State Department of Education, Atlanta
Georgia Industrial Institute, Alto
Rehabilitation Center for Women, Hardwick
Georgia State Prison, Reidsville
Youth Development Center, Milledgeville

Illinois

Department of Corrections, Adult Divison, Springfield
Department of Corrections, Juvenile Division, Springfield
State Library, Springfield
Illinois State Penitentiary, Stateville
Illinois State Penitentiary, Menard
Menard Psychiatric Divison, Menard
State Reformatory for Women, Dwight
Illinois Industrial School for Boys, Sheridan
Illinois State Training School for Girls, Geneva
Valley View School for Boys, St. Charles

Montana

State Department of Institutions, Helena
Montana State Library, Helena
Mountain View School, Helena
Swan River Youth Forest Camp, Swan Lake
Montana State Prison, Deer Lodge

New York

Department of Corrections, Albany
Divison for Youth, Albany
New York State Library, Albany
Attica Correctional Facility, Attica
Auburn Correctional Facility, Auburn
Wallkill Correctional Facility, Wallkill
Bedford Hills Correctional Facility, Bedford Hills
Agricultural and Industrial School, Industry
Highland School for Children, Highland
Auburn Start Center
Taberg Youth Camp, Annesville

Washington

Correctional Services, Department of Social and Health Services, Olympia
Washington State Library, Olympia
State Reformatory, Monroe
State Penitentiary, Walla Walla
Corrections Center, Shelton

Purdy Treatment Center for Women, Gig Harbor
Cascadia Juvenile Reception - Diagnostic Center, Tacoma

West Virginia

Department of Public Institutions, Divison of Correction, Charleston
West Virginia Library Commission, Charleston
West Virginia Industrial School for Boys, Grafton
Medium Security Prison, Huttonsville
State Prison for for Women, Pence Springs
State Penitentiary, Moundsville

Federal Bureau of Prisons

Central Offices, Federal Bureau of Prisons, Washington, D.C.
United States Penitentiary, Atlanta, Ga.
United States Penitentiary, McNeil Island, Steilacoom, Wash.
United States Penitentiary, Marion, Ill.
Federal Reformatory for Women, Alderson
Robert Kennedy Youth Center, Morgantown, W.V.
Federal Correctional Institution, Danbury, Ct.
Federal Correctional Institution, Terminal Island, Los Angeles, Calif.
Federal Correctional Instituton, Lompoc, Ca.
Federal Detention Headquarters, New York, N.Y.

APPENDIX B:

Marjorie LeDonne, "Summary of Court Decisions Relating to the Provision of Library Services in Correctional Institutions," AHIL Quarterly, Winter/Spring 1973.

SUMMARY OF COURT DECISIONS RELATING TO THE PROVISION OF LIBRARY SERVICES IN CORRECTIONAL INSTITUTIONS

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February 1973

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Bureau of Library Resources
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I. Introduction

Court decisions compiled in this summary comprise a growing body of case law concerned with the provision of library services to the inmates of correctional institutions. The compilation is an outgrowth of a bibliographic search done in support of a Survey of Library and Information Problems of Correctional Institutions which has been undertaken by the Institute of Library Research of the University of California at Berkeley under a grant from the U.S. Office of Education, Bureau of Libraries and Learning Resources.

Most of the decisions listed deal directly with library concerns; others with closely related issues, such as the possession or sharing of personally owned books and periodicals or the purchase of published materials through the mail.

Most of the opinions are federal court interpretations of Constitutional rights; their influence extends to every correctional institution in the United States and will continue to do so unless reversed by a decision of a higher court.

Others have varying degrees of applicability depending upon the particular circumstances of the case and the basis of law upon which they rest. Those based on state law rather than federal would not carry a mandate outside the state of origin. All the decisions, however, have great persuasiveness wherever similar issues are to be decided. For example, *In re Harrell*, 2 Cal. 3d 675(1970) from the California State Supreme Court and *In re Littrell*, No. 7872 (San Luis Obispo County, Ca. Sup. Ct.) from a county superior court, and both based on California law, have been quoted frequently and have influenced correctional administrative policy as well as later court decisions far beyond the boundaries of the legal jurisdiction involved. Many of these opinions are recognized by attorneys as landmark decisions, yet they are best known in relation to other issues, such as equal access to the courts or freedom of religion.

II. The Role of Librarians and the Library Profession in These Matters

Because every aspect of a library operation in a correctional institution can touch upon controversial issues of censorship, inmate rights, access to the courts, etc., librarians and administrators responsible for developing library policies should be aware of the guarantees and the constraints which have been established by case law.

As a professional group, librarians have further need to be familiar with this body of law. Under our form of government we are not responsible "to" the law, but responsible "for" it. Librarians should recognize their responsibility to participate in the shaping of law within their area of professional concern. In several decisions, it would seem that the court was unfamiliar with library techniques or procedures which could provide alternative solutions to present restrictive regulations. In others, an understanding seems to be lacking of the level of library service that is needed to adequately meet inmate library and information needs in relation to first amendment rights. Librarians should be alert to such problems and willing to serve as expert witnesses or as friends of the court.

III. Search Procedure

The search for citations was approached from several directions. All promising subject headings from *Subject Headings for the Literature of the Law and International Law* by Werner B. Ellinger were pursued through all court digests published since 1960. Subject headings used were:

Censorship	Penal Institutions
Education of Prisoners	Penology
Intellectual Freedom	Political Prisoners
Libraries-Censorship	Prisoners
Libraries-Law and Legislation	Prisons
	Prohibited Books

Because interest in this aspect of library service is recent, subject headings which would lead directly to pertinent decisions have not yet evolved to a satisfactory degree, and this approach was not productive.

Search techniques then shifted to current journal

and review articles on prisoners' rights and prisoner litigation. Promising opinions and cases cited were Shepardized back to 1960. All cases cited by *Shepards Citations* were examined and promising leads also Shepardized. It was found, however, that few lines of cases had developed which focused on the problems of libraries in correctional institutions.

The final approach used was the pursuit of all decisions cited in the text or footnotes of the original cases found. These were read in their entirety and promising citations pursued further until lines of reasoning had been diverted to unrelated issues. This clumsy technique proved to be the most productive. It was found that where library concerns were discussed, they were often overshadowed by more urgent issues of adequate food, warmth, and medical care. Library aspects of the decisions were hidden and their potential influence upon library development was lost.

This summary does not comprise an exhaustive compilation, but for practical purposes, it does represent current case law in this area of interest. That some important decisions may still be unknown to us is acknowledged. *Shakur vs. McGrath* 69 Civ. 4493(S.D.N.Y.) is an important decision on censorship out of the Federal Southern District Court of New York with great potential influence, yet it was not selected for publication in Federal Reports. Except for a reference to it by one of the participating attorneys in a law review article, it would have been lost completely.[1]

IV. Purpose and Organization of Summary

The purpose of this document is to provide a quick review and to serve as an access tool to an otherwise obscure body of information. Its use should not be extended beyond its purpose. These abstracts cannot serve as interpretations nor can a compilations of decisions such as this pretend to have developed a valid line of reasoning.

The decisions have been organized alphabetically by topic. Where subject headings provided by the Library of Congress and Ellinger were not sufficiently on point, new headings were created. Several decisions touched upon more than one library-oriented issue; these were listed under each appropriate heading.

Most citations lead directly to federal and state reports. In some recent decisions it was necessary to give other sources. With the exception of *Shakur*, all can be found in published sources.

Publications cited are listed below with abbreviations:

California Appellate Reports 3rd Series	*Cal. App. 3d*
California Reporter	*Cal. Rptr.*
California Reports 3rd Series	*Cal. 3d*
Federal Reporter 2nd Series	*F. 2d*
Federal Supplement	*F. Supp.*
Pacific Reporter 2nd Series	*P. 2d*
Prison Law Reporter	*Prison L. Rptr.*
United States Reports	*U.S.*

United States Supreme Court decisions are published in *United States Reports*. Two additional sources which were not cited in this document are: (1) *The Supreme Court Reporter* (S. Ct.), and (2) *The United States Supreme Court Reports (Lawyers Edition)* abbreviated L. Ed. or L. Ed. 2d.

Decisions of the U.S. Circuit Courts of Appeal are in *The Federal Reporter, 2nd Series*. Most decisions of the U.S. District Courts are in the *Federal Supplement*.

Regional reporters contain the decisions of Courts of Appeal and State Supreme Courts within designated geographical areas. In any given area, decisions from neighboring states carry more weight than those from a distant one.

Decisions of lower courts are not usually included in the reporting system.

Components of citations are arranged as follows:

(a) (b) (c) (d) (e) (f)
Cruz v. Beto, 445, F. 2d, 801, (N.T.D.C., 1971).

a. Litigants
b. Volume number
c. Publication
d. Page number
e. Issuing court
f. Date of decision

Unpublished decisions and those emerging from lower courts are identified by a number assigned by the clerk of the court.

ACCESS TO LEGAL REFERENCE MATERIALS

1. *Batchelder v. Geary*, No. C-71-2017 RFP (N.D. Cal. April 16, 1973).

The court held that the provisions of *Gilmore v. Lynch* are applicable not only to state prisons but to county jails as well, and ordered the sheriff to supply and maintain a law library which duplicates that required for state institutions.

2. *Cruz v. Beto*, 445 F. 2d 801 (C.A. Tex. 1971).

Prison regulations limiting inmate access to personally owned and to state furnished law books to two hours a day and six days a week did not deny inmates adequate access to the courts.

3. *Cruz v. Hauck*, 345 F. Supp. 189 (D.C. Tex. 1972).

The right of access to legal reference materials extends to sentenced inmates of county jails as well as to inmates in long-term state and federal institutions.

1. William Bennett Turner, "Establishing the Rule of Law in Prison," *Stanford Law Review* 23: 271 (Feb. 1971). Full text of this opinion may be obtained by writing to the cleek of the Federal Southern District Court of New York. A copying fee of 50 cents a page will be charged.

Where access can be provided to outside sources of legal research materials, a law library is not required within the institution itself.

If cell space is insufficient to allow storage of a reasonable number of personally-owned law books, space should be provided in an isolated cell to which inmates would have access at reasonable times and under reasonable conditions.

4. *De Witt v. Pail*, 366 F. 2d 682 (C.A. Cal. 1966).

Prison regulations which limit the time and place in which inmates may engage in legal research and the preparation of legal papers involve no violation of civil rights provided that they do not unreasonably hamper inmates in gaining access to the courts.

5. *Foggy v. Arizona ex rel. Eyman*, 490 P. 2d4 (1971).

The Arizona State Supreme Court ruled that where a student legal aid program is available to inmates, access to and the use of law books at the prison may be left to the discretion of prison authorities.

6. *Gilmore v. Lynch*, 319 F. Sipp. 105 (N.D. Cal. 1970), aff'd. sub nom. *Younger v. Gilmore*, 404 U.S. 15 (1971).

An inmate's right of access to legal research materials is defined as an extension of his right of access to the courts. The decision establishes a mandate to provide access to law library services where adequate legal counsel is not provided.

7. *Gittlemacher v. Prasse*, 428 F. 2d 1 (C.A. Pa. 1970).

A prison regulation forbidding personally owned law books in prisoners' cells does not restrict access to the courts where the inmate is not denied access to legal reference materials in the prison library.

8. *Glasshofer v. Sennett*, 444 F. 2d. 106 (C.A. Pa. 1971).

Prisoner has no right to personal law library in his cell if he has access to the prison law library.

9. *Haughey v. Rhay*, 300 F. Supp. 490 (D.C. Wash. 1969).

A restrictive library list and a prison rule restricting special library visits to inmates with a ten day court deadline was upheld. An average of a regular library visit every fourth day and three special visits a year was held to be adequate for an inmate preparing a court case.

10. *Hooks v. Kelley*, 463 F. 2d 1210 (C.A. Fla. 1972).

The judgement of a district court to dismiss an inmate's claim that transfer to another institution denied him adequate access to law books and was in retaliation for previous litigation was vacated by the Court of Appeals and an evidentiary hearing ordered.

11. *In re Allison*, 425 P 2d 193 cert. denied, sub nom. *Allison v. Nelson*, 389 U.S. 876 (1976).

Prison regulations prohibiting an inmate from taking law library books from a designated place are reasonable. To deny an inmate the use of the law library while confined to isolation for two weeks does not deny reasonable access to the courts.

12. *In re Schoengarth*, 425 P 2d 200 (Cal. 1967).

A prisoner has a right to keep papers in his cell which pertain directly to a case in progress, but he has no right to keep an all-purpose, hand-written compendium serving as a substitute for the removal of law books from the library.

13. *Johnson v. Alldredge*, 349 F. Supp. 1230 (D.C. Pa. 1972).

Prison regulations which reasonably limit the times, places, and manner in which prisoners may do legal research and prepare legal papers do not violate constitutional rights.

14. *Krist v. Smith*, 439 F. 2d. 146 (C.A. Ga. 1971).

Inmate's complaints of a lack of access to legal materials, library, and religious services did not justify the court's intrusion into matters of internal prison administration.

15. *Lee v. Stynchcombe*, 347 F. Supp. 1076 (D.C. Ga. 1972).

Where accused waived right to provided counsel in order to represent himself, the sheriff was not required to provide law books and/or access to a law library.

16. *McDonnell v. Wolff*, 342 F. Supp. 616 (D.C. Neb. 1972).

A prison regulation restricting to six the number of inmates in the legal library at any one time was reasonable, but a regulation allowing only seven hours per week per inmate for legal research was not. Inmates should be allowed access to the legal library during all free time or recreation periods.

17. *Morales v. Schmidt*, 340 F. Supp. 544 (D.C. Wis. 1972).

Federally protected rights of persons serving valid state sentence include some degree of assistance in the preparation of legal pleadings and papers and access to a certain minimum of legal books and materials.

18. *Novak v. Beto*, 453 F. 2d 661 (C.A. Tex. 1971).

The provision of two full-time attorneys and three senior law students, the preparation of an extensive legal manual in layman's language, and a writ room with a small legal library did not provide inmates of the state with adequate legal counsel and access to the courts to a degree that would justify restrictions against one inmate assisting another with court cases.

19. *Sigafus v. Brown*, 416 F. 2d 105 (C.A. Ill. 1969).

By confiscating and destroying an inmate's legal papers, a sheriff deprived him of reasonable access to the courts and violated the due process clause of the Fourteenth Amendment.

20. *Urbano v. McCorkle*, 334 F. Supp. 161 (D.C. N.J. 1971).

Prison transfers and confinements to segregation do not deny a prisoner adequate access to the courts where he is not denied the use of personal legal materials, access to the prison library and the opportunity to confer with counsel.

21. *Williams v. Wilkins*, 315 F. 2d 396 (C.A. N.Y. 1963).

Where an inmate had periodic access to the prison law library, legal materials could be denied him during disciplinary segregation.

22. *Younger v. Gilmore*, 404 U.S. 15 (1971).

Gilmore v. Lynch was appealed from the lower district court to the federal Supreme Court where the original decision was upheld.

ACCESS TO MISCELLANEOUS LIBRARY MATERIALS AND SERVICES

1. *Conklin v. Wainwright*, 424 F. 2d 516 (C.A. Fla. 1970).

A prison rule limiting the number of sheets of paper provided inmates preparing cases to ten a day did not violate inmates' right of access to the court.

2. *Corby v. Conboy, 457 F. 2d 251 (C.A. N.Y. 1972).*

A lower court dismissed as frivolous an inmate's claim among others that he was denied adequate access to the courts by the confiscation of personally owned law books, and a denial of access to a prison typewriter and law library. The appeals court reversed and remanded for an evidentiary hearing.

3. *Durham v. Blackwell*, 409 F. 2d 838 (C.A. Ga. 1968).

A prison rule that the library would not accept further legal material for typing did not deprive prisoner of access to the courts.

4. *Gittlemacher v. Prasse*, 428 F. 2d ! (C.A. Pa. 1970).

The failure of an institution to provide a typewriter for inmates to type legal papers does not deny inmates access to the courts.

5. *Pitts v. Knowles*, 339 F. Supp. 1183 (D.C. Wis. 1972).

The courts held that the limited supply of the Quran in the prison library necessitating restrictions and limitations on its use was constitutionally unreasonable where the library has supplied the Bible in sufficient quantity to insure unlimited use for all inmates requesting it.

6. *Taylor v. Perini*, Civil No. C69-275 (N.D. Ohio, June 5, 1972) Vol. 1 Prison L. Rptr. 268.

Inmates in solitary confinement must be allowed at least:

(a) one book of the inmate's selection subject to general rules governing reading matter;

(b) all textbooks required for inmates enrolled in educational courses;

(c) adequate light for reading.

7. *Theriault v. Carlson*, 339 F. Supp. 375 (D.C. Ga. 1972).

Federal prison officials may make reasonable regulations as to the circulation of magazines and newspapers.

8. *Williams v. United States Dept. of Justice, Federal Bureau of Prisons*, 433 F. 2d 958 (C.A. Ga. 1970).

A prison regulation prohibiting the use of typewriters to prepare legal papers is not a denial of access to the courts.

BOOKS AS CONVEYORS OF CONTRABAND

1. *In re Van Geldern*, 14 Cal. App. 3d 1002 (1971).

Prison regulations requiring that periodicals received by inmates through the mail must be mailed flat rather than rolled in order to discourage contraband are reasonable.

2. *Seal v. Manson*, 326 F. Supp. 1375 (D.C. Conn. 1971).

A prison rule prohibiting prisoners from receiving any books from outside sources was held to be unlawfully restrictive. The court instructed that the purchase of books and periodicals directly from a publisher should be allowed and an examination for contraband made before delivery.

3. *Walker v. Pate*, 356 F. 2d 502 (C.A. Ill. 1966).

Restrictions against an inmate bringing personally owned law books with him when transferred to another institution are justified in that the books could provide a vehicle for contraband.

BOOKS AS WEAPONS

1. *Cruz v. Hauck*, 345 F. Supp. 189 (D.C. Tex. 1972)

The court held that hard bound books are potentially dangerous weapons and their use can legitimately be restricted to isolated cells and forbidden in the cell block area.

CENSORSHIP

1. *Brown v. Peyton*, 437 F. 2d 1228 (C.A. Va. 1971).

In determining the acceptability of Black Muslim literature, the experience of prisons which have admitted it should be considered as well as the opinion of prison administrators concerning its potential harm.

2. *Cooper v. Pate*, 382 F. 2d 518 (C.A. Ill. 1967).

Administrators' denial of permission to purchase Arabic and Swahile grammars to a Black Muslim inmate seeking to practice his religious faith more fully was not an infringement of the inmate's rights.

3. *Fortune Society v. McGinnis*, 319 F. Supp. 901 (D.C. N.Y. 1970).

The ban of a prison reform newsletter which criticized prison officials and was held to be unfair and inaccurate in its reporting, was not justified. The court held that the power of prison discipline did not include power to censor out criticism.

4. *Hogro v. Pontesso*, 456 F. 2d 917 (C.A. Okl. 1972).

In the face of prisoners' claims that they had been denied certain publications, the state had the burden of showing that the interests of the state in maintaining order outweighed the rights of prisoners to freely exercise first amendment rights. The case was remanded for further hearing to determine whether publications in question had been affirmatively suppressed or simply not provided at state expense.

5. *In re Harrell*, 2 Cal. 3d 675 (1970).

Prison administrators withheld from an inmate a publication discussing the legalization of marijuana because of its detrimental effect on his rehabilitation. California law limits prison censorship to pornography, information on gambling, and threats to the security of the institution. The court's discussion of this issue has been widely quoted: "The judgement of the Legislature. . . would seem to be that free access to all printed materials which are accepted for distribution by the United States Post Office. . . excepting those which are obscene or which tend to incite activities posing a threat to prison discipline. . . is more in accord with legitimate prison objectives than limited access according to the views of particular prison authorities on the rehabilitative effect of such materials. . . even persons who have committed antisocial acts warranting their imprisonment may derive greater rehabilitative benefits from the relatively free access to the thoughts of all mankind as reflected in the published word than they would derive from a stricly controlled intellectual diet."

6. *In re Van Geldern*, 14 Cal. App. 3d 1002 (1971).

Publications portraying explicit sexual activity may be banned because they would tend to incite and aggravate homosexual activity within the prison leading to rivalries among the inmates and the creation of violence.

7. *Jackson v. Godwin*, 400 F. 2d 529 (C.A. Fla. 1968).

Administrators' fear of the "Negro point of view" did not justify the exclusion of black publications. Prison authorities were directed to modify prison rules to allow each black inmate to subscribe to a black newspaper of his choice, and to add some black magazines to the list of magazines approved for inmates.

8. *Knuckles v. Prasse*, 435 F. 2d 1255 (C.A. Pa. 1970).

Since Black Muslim publications could be understood to urge defiance of prison authorities if not properly interpreted by a trained Muslim minister, the institution was not obliged to make such publications available.

9. *Long v. Parker*, 390 F. 2d 816 (C.A. Pa. 1968).

Speculation alone that literature containing statements derogatory of the white race would ignite racial or religious riots is not sufficient to justify the suppression of literature. Prison officials must prove that the literature creates a clear and present danger to prison security or discipline.

10. *Rowland v. Jones*, 452 2d 1005 (C.A. Neb. 1971).

Prison officials were not justified in denying access to the Black Muslim publication *Muhamed Speaks*.

11. *Rowland v. Sigler*, 327 F. Supp. 821 (D.C. Neb. 1971).

Prison officials were not able to prove that a clear and present danger to the institution existed which would justify their interception of inmate copies of *Muhamad Speaks*.

12. *Shakur v. McGrath*, 69 Civ. 4493 (S.D.N.Y. Dec. 31, 1969).

Black Panther prisoners waiting trial obtained an injunction permitting them to receive the Panther newspaper. Although the court characterized the paper as "a lurid, poorly edited, provocative political pamphlet," it held that jail authorities could not deny prisoners first ammendment rights to receive it.

13. *Sostre v. McGinnis*, 442 F. 2d 178 (C.A. N. Y. 1971).

Although the compilation of newspaper clippings presenting a politically radical point of view was made from approved publications, it was held that they presented a threat to the security of the institution and their confiscation was justified.

14. *Taylor v. Perini*, Civil No. C69-275 (N.D. Ohio, June 5, 1972) Vol. 1 Prison L. Rptr 268.

Court order directs that inmates may receive, possess, and read newspapers, magazines, pamphlets, books, and other printed matter from any source except those which are obscene or constitute a clear and present danger to the security or safety of the institution. Security risk materials are defined as "those materials providing instruction in picking locks, digging tunnels or making weapons." Other materials may be censored or prohibited only if pursuant to specific written regulations providing for:

(a) Specific criteria of nonacceptability;

(b) A specific decision-making panel consisting of three or more persons not more than one of whom shall be from custodial staff;

(c) Prompt notice to the addressee of:

(1) Identification of the material

(2) The reason for the prohibition of the material

(3) His right to a prompt hearing before the panel;

(d) A written decision including the reasons therefore, not later than one week following the

initial arrival at the institution of the material in question;

(e) A right of the inmate to appeal an adverse finding to the Department of Corrections with a decision on the appeal no later than two weeks thereafter;

(f) The maintenance of records of the proceedings for at least one year, none of which can be placed or referred to in an inmate's file.

15. *Walker v. Blackwell*, 411 F. 2d 23 (C.A. Ga. 1969).

Black Muslim prisoners in federal prison could not be denied access to the newspaper *Muhamed Speaks*.

16. *Wilson v. Prasse*, 325 F. Supp. 9 (D.C. Pa. 1971).

Prison officials could not deny inmates the Black Muslim newspaper.

FREEDOM OF EXPRESSION

1. *Berrigan v. Norton*, 322 F. Supp. 46 (D.C. Conn. 1971).

Prison regulations governing the preparation and dissemination of inmate writings for publication outside prison are not unconstitutional.

2. *Freeley v. Henderson*, No. 16580 (N.D. Ga. June 2, 1972) Vol. 1, Prison L. Rptr. 270

Court voided a blanket denial by the warden of a federal prisoner's request to prepare memoirs, diaries, or manuscripts.

3. *In re Van Geldern*, 489 P. 2d 578 (Sup. Ct. Cal. 1971).

The California Supreme Court held that regulations requiring inmate-authors to relinquish 25 percent of their profits and royalties from published writings to inmate welfare funds was invalid.

4. *Jones v. Rouse*, 341 F. Supp. 1292 (D.C. Fla. 1972).

The determination of which inmate authored articles will be published in the prison newspaper is a proper function of prison administrators. Administrators may properly dictate the bounds of inmate contributions to outside publications and outside correspondence, except where an inmate's right of access to the court is at stake.

5. *Sostre v. McGinnis*, 442 F. 2d 178 (C.A. N.Y. 1971).

The confiscation of personal writings expressing politically radical viewpoints was justified, but punishment for having written them was not. Had the administrator involved been still living at the time of the decision, he would have been responsible for damages awarded to the prisoner for a violation of his civil rights.

6. *Theriault v. Carlson*, 339 F. Supp. 375 (D.C. Ga. 1972).

Prison regulations limiting manuscripts which may be submitted for publication to those which do not deal with details of the author's life, other inmates, criminal careers, and matters presently in litigation and so long as they do not jeopardize the security and discipline of the prison are reasonable.

INMATE RIGHTS

1. *Barnett v. Rogers*, 410 F. 2d 995 (C.A. D.C. 1969).

In regulating matters in which first amendment rights are involved, the state must show not only a rational relationship to some government interest, but a compelling state interest. The state must further show that there is no alternative means that infringes less on first amendment rights.

2. *Coffin v. Reichard*, 143 F. 2d 443 (C.A. Ky. 1944).

A prisoner retains all rights of an ordinary citizen except those expressly or by necessary implication taken from him by law. This decision has provided a basis for many later decisions on censorship, freedom of expression, access to materials, etc.

3. *In re Harrell*, Sup. 87 Cal. Rptr. 504 (1970).

A prison rule which prohibited the possession by one inmate of the legal papers of another prevented inmates from assisting one another and violated rights guaranteed by *Johnson v. Avery*.

4. *Johnson v. Avery*, 382 F. 2d 353 (C.A. Tenn. 1967).

In the absence of alternative means for an indigent inmate to obtain legal counsel, prison rules against one inmate assisting another in the preparation o legal papers denied an indigent inmate access to the court.

5. *Owens v. Brierly*, 452 F. 2d 640 (C.A. Pa. 1971).

Prison officials do not have *carte blanche* to disregard First and Fourteenth Amendment rights, even in the name of prison discipline.

6. *Palmigiano v. Travisono*, 317 F. Supp. 776 (D.C. R.I. 1970).

A general principle is established that where administrative interests lie in opposition to inmate rights, the least restrictive of alternative methods of accomplishing the desired end must be pursued.

7. *Sobell v. Reed*, 327 F. Supp. 1294 (D.C. N.Y. 1971).

Constitutional rights and notably first amendment rights apply to imprisoned persons. Although freedom of conscience, thought, and expression are cramped by the realities of prison life, they exist to the fullest extent consistent with prison security and discipline.

8. *United States ex Rel. Stevenson v. Mancusi*, 325 F. Supp. 1028 (D.C. N.Y. 1971).

A rule limiting those who may receive inmate assistance with legal matters to those inmates testing below *5th* grade level was not lawful and fell short of the rights established by the United States Suprem Court in *Johnson v. Avery*.

9. *Williams v. U.S. Dept. of Justice Bureau of Prisons*, 433 F. 2d 958 (C.A. Ga. 1970).

Holds that an eighteen-month delay between time

that a prisoner requests assistance from a law school legal aid program and the time the assistance is furnished does not constitute adequate legal counsel.

LIBRARY ACQUISITIONS

1. *Pitts v. Knowles*, 339 F. Supp. 1183 (D.C. Wis. 1972).

Where the library supplied the Bible in sufficient quantity to provide unlimited access it must also provide the Quran in equal sufficiency.

2. *Taylor v. Perini*, Civil No. C69-275 (N.D. Ohio June 5, 1972) Vol. 1 Prison L. Rptr. 268.

To the extent permitted by the terms and conditions governing funds for library acquisitions, priority shall be given to multiple copies of books and subscriptions to each of the periodicals listed in the bibliography, "The Black Experience."

LIBRARY SERVICE TO COUNTY JAILS

1. *Batchelder v. Geary*, No. C-71-2017 RFP (N.D. Cal. Apr. 16, 1973).

The court held that the provisions of *Gilmore v. Lynch* are applicable not only to state prisons but to county jails as well, and ordered the sheriff to supply and maintain a law library which duplicates that required for state institutions.

2. *Brenneman v. Madigan*, 343 F. Supp. 128 (D.C. Cal. 1972).

Tax supported community services available to those persons able to post bail and be released to the community to wait trial must be provided to those confined in pretrial detention. The provision of reading materials and library services are mentioned specifically.

3. *Collins v. Schoonfield*, 344 F. Supp. 257 (D.C. Md. 1972).

The court held that the jail library was insufficiently stocked to afford indigent inmate access to reading materials. The court declared a constitutional need for further study of the matter by jail officials.

4. *Jones v. Wittenberg*, 330 F. Supp. 707 (D.C. Ohio 1971).

The sheriff was ordered by the court to provide library services to prisoners. Censorship of materials was prohibited except as they fell within the federal Supreme Court definition of pornography. The sheriff was further ordered to provide light in each cell sufficient to permit reading of newspapers according to applicable standards.

5. *Wayne County Jail Inmates v. Wayne County Board of Commissioners*, No. 173217 (Michigan Cir. Ct., Wayne County) Clearinghouse Review Vol. V, No. 1, May 1971, Clearinghouse Review Vol. V, No. 2, June 1971.

In response to complaints of pretrial detainees that conditions of jail confinement including curtailed access to the library and law texts violated constitutional rights, the court ordered immediate improvements in the jail plant, but did not find the lack of an educational or vocational program unlawful, or access policies for the jail library and law books unreasonable.

PERSONAL OWNERSHIP OF READING MATERIAL

1. *Carey v. Settle*, 351 F. 2d 483 (C.A. Mo. 1965).

A rule forbidding prisoners at medical center for federal prisoners from keeping more than five books in their cells was not unlawful.

2. *Collins v. Schoonfield*, 344 F. Supp. 257 (D.C. Md. 1972).

The court held that a rule limiting the source of inmates' personal books to direct purchase from a publisher to be unreasonable. Books may be received from other sources and inspected for contraband.

3. *In re Littrell*, No. 7872 (San Luis Obispo County, Ca., Sup. Ct.). 1:8 Prison L. Rptr. 183 (May 1972).

A rule at the state prison requiring all inmate periodical subscriptions to be made through the canteen was invalid. It was ordered that inmates were to be allowed to receive gift subscriptions.

4. *Gittlemacher v. Prasse*, 428 F. 2d 1 (C.A. Pa. 1970).

Prison regulation forbidding personally owned lawbooks in prisoner's cell does not restrict access to the courts where the inmate is not denied access to legal reference materials in the prison library.

5. *Glasshofer v. Sennett*, 444 F. 2d 106 (C.A. Pa. 1971).

A prisoner has no right to a personal law library in his cell where he is not denied access to the prison law library.

6. *Guajardo v. McAdams*, 349 F. Supp. 211 (D.C. Tex. 1972).

Prison rule limiting inmate to four personally owned law books in his cell at any one time was reasonable.

7. *Lawson v. Prasse*, 411 F. 2d 1203 (C.A. Pa. 1969).

Reversed an earlier dismissal of complaint. The court held that an inmate's claim that a rule forbidding the purchase of books by anyone not in an educational program and which was enforced only in institutions with a high percentage of blacks was discriminatory and unconstitutional, had merit, and could not be dismissed without an evidentiary hearing.

8. *McKinney v. DeBord*, 324 F. Supp. 928 (D.C. Cal. 1970).

Prison rules forbidding economic transactions between inmates were reasonable and the prison staff

was justified in confiscating all books and papers allegedly purchased from another inmate.

A rule limiting the number of books any one inmate may keep in his cell to sixteen was reasonable. Confiscation of purchased books on arrival where they would exceed that number was reasonable.

9. *Parks v. Ciccone*, 281 F. Supp. 805 (D.C. Mo. 1968).

A rule permitting an unconvicted inmate in a federal medical center to have no more than 25 paperback books or magazines in his possession at any one time was reasonable in that the institution had a library available to inmates containing 105 different magazines and over 18,000 books.

10. *Seal v. Manson*, 326 F. Supp. 1375 (D.C. Conn. 1971).

Although an inmate has the constitutional right to read what he pleases, the inmate's possession of reading materials may be preceded by a careful examination to detect contraband. Consideration of space, sanitation, and orderliness may require certain limitations which would otherwise be constitutionally offensive if an ordinary citizen were involved.

11. *Sostre v. McGinnis*, 442 F. 2d 178 (C.A. N.Y. 1971).

Although their origin was from approved publications, a compilation of clippings expressing radical political thought was confiscated and the inmate removed to solitary confinement. The court held that confiscation of materials was proper but that the punishment for their possession was in violation of the inmate's constitutional rights.

A rule forbidding inmates from sharing personally owned law books and requiring them to obtain such books through prison officials was not improper.

12. *U.S. ex rel. Duronio v. Russell*, 256 F. Supp. 479 (D.C. Pa. 1966).

A prison rule prohibiting the unauthorized loaning of books to other inmates was reasonable and prison officials' confiscation of an inmate's books found in another's cell was not improper.

13. *Walker v. Pate*, 384 U.S. 966 (1966).

Prison rules against an inmate bringing personally owned books with him when transferred to another institution are reasonable. Such books may be sent to the inmate's home or donated to the prison library.

14. *Williams v. Wilkins*, 315 F. 2d 396 (C.A. N.Y. 1963).

An inmate can be refused permission to keep personally owned books where he has not been denied use of the prison library.

PURCHASE OF PERSONAL BOOKS

1. *In re Littrell*, No. 7872 (San Luis Obispo County, Ca. Sup. Ct.) 1:8 Prison L. Rptr. 183 (May 1972)

A rule at the state prison requiring all inmate periodical subscriptions to be made through the prison canteen was improper. It was ordered that inmates were to be allowed to accept gift subscriptions to periodicals.

2. *In re Van Geldern*, 14 Cal. App. 3d 1002.

Prison regulations requiring that magazines and newspapers come directly from the publisher and that books be purchased from designated vendors through specific request were reasonable and proper.

Prison regulations requiring that 10 percent of purchase price of publications be placed in inmate welfare funds was reasonable.

3. *McKinney v. DeBord*, 324 F. Supp. 928 (D.C. Cal. 1970).

Books and papers may not be purchased from another inmate, and materials so purchased are subject to confiscation by prison authorities.

RESTRICTIONS ON HARD BOUND MATERIALS

1. *Cruz v. Hauck*, 345 F. Supp. 189 (D.C. Tex. 1972).

Regulations restricting the introduction of hard bound volumes into the cell block area and limiting their use to an isolated cell were reasonable in that a hard bound volume could be considered to be a dangerous weapon.

RESTRICTIONS ON SOFT BOUND MATERIALS

1. *Payne v. Whitmore*, 325 F. Supp. 1191 (D.C. Cal. 1971).

Restrictions limiting reading materials for inmates to hard cover books because of administrators' fears that soft bound materials or newspapers would be used to start fires and plug toilets or would cause quarrels, that clerical costs of processing inmate subscriptions to periodicals would be high, were not justified, and violated First Amendment rights.

SCREENING PROCEDURES

1. *Sostre v. McGinnis*, 442 F. 2d 178 (C.A. N.Y. 1971).

Due process procedures must be followed in screening literature purchased by inmates. The inmate must receive notice of the arrival of his material and of a hearing date with the right to appear and present his case. The screening must be done by a body which can be expected to act fairly. In this opinion the court accepted two premises:

(a) that certain literature may pose such a clear and present danger that it should be censored;

(b) that in the volatile atmosphere of a prison, violence can be fomented by the printed word more easily than in the outside world.

SUSPENSION OF LIBRARY PRIVILEGES

1. *Breece v. Swenson*, 332 F. Supp. 837 (D.C. Mo. 1971).

Inmates complained that the suspension of activities for maximum security prisoners in solitary confinement, including the loss of vocational programs and access to prison and state library materials violated first amendment rights and denied due process and equal protection of the law. The case was dismissed without prejudice because of technicalities and will be reintroduced in another civil rights suit.

2. *In re Allison*, 425 P. 2d 193 (Sup. Ct. Cal. 1967).

A sixteen day suspension of an inmate's library privilege card because of a breach of discipline was not unreasonable.

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RECENT ILR PUBLICATIONS

Publication of papers and reports of interest to scholars and practitioners in the field of library and information science is an important function of the Institute of Library Research. In addition to this study, the following have been published recently by ILR.

ILR-73-001 Todd, Judy, Summary Report of Student Studies of the Subject Headings Used in the University of California, Berkeley Subject Catalog (July 1973) 8 pp. (ERIC NO. ED 082 775)

ILR-73-002 Bourne, Charles P., and Jo Robinson, SDI Citation Checking as a Measure of the Performance of Library Document Delivery Systems (July 1973) 10 pp. (ERIC NO. ED 082 774)

ILR-73-003 Weeks, Kenneth, Determination of Pre-Acquisition Predictors of Book Use: Final Report (July 1973) 20 pp. (ERIC NO. ED 082 776)

ILR-73-004 Weeks, Kenneth, Proposal for a University of California/California State University and Colleges Inter-Segmental Machine Readable Library Patron Card (August 1973) 21 pp. (ERIC NO. ED 082 777)

ILR-73-005 LeDonne, Marjorie, "Summary of Court Decisions Relating to the Provision of Library Services in Correctional Institutions," Association of Hospital and Institution Libraries Quarterly (Winter/Spring 1973) 9 pp.

ILR-73-006 Thelin, John, and Bonnie F. Shaw (editors), Institute of Library Research Annual Report: July 1972 to June 1973 (September 1973) 30 pp.

ILR-73-007 Dekleva, Borut, Uniform Slavic Transliteration Alphabet (USTA) (October 1973) 82 pp.

ILR-73-008 LeDonne, Marjorie, Findings and Recommendations. Volume I., Survey of Library and Information Problems in Correctional Institutions (January 1974).

ILR-73-009 LeDonne, Marjorie, Access to Legal Reference Materials in Correctional Institutions. Volume II., Survey of Library and Information Problems in Correctional Institutions (January 1974).

ILR-73-010 LeDonne, Marjorie, David Christiano, and Jane Scantlebury, Current Practices in Correctional Library Services: State Profiles. Volume III., Survey of Library and Information Problems in Correctional Institutions (January 1974).

ILR-73-011 LeDonne, Marjorie, David Christiano, and Joan Stout, Bibliography., Volume IV., Survey of Library and Information Problems in Correctional Institutions (January 1974)

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